

Roane County Jail

Needs Assessment

8/17/2018

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EXECUTIVE SUMMARY

On November 16, 2017 I met with Chief Deputy Phillips to discuss jail crowding issues. We discussed a needs assessment to identify the types and amount of beds as well as support area necessary to support the jail in the future. An Excel document was created for the agency to collect information. I visited the jail again on April 18, 2018. We reviewed the information and discussed the challenges facing the jail. On June 27, 2018, Captain Emmert and Lieutenant Williams took me on a detailed tour of the jail, and we met with the Chief Deputy to review the needs assessment.

CURRENT CHALLENGES – Page 10

The Roane County Jail is located at 203 North Third Street, Kingston, Tennessee. The jail was opened in 2009 and consisted of 174 beds. The capacity has been reduced twice since opening (172 in July 2013) and (170 in March 2016). The most significant challenge they are facing is inmate crowding. On April 18th, 273 inmates were in custody and 290 on June 27, 2018.

Two special needs cells are located under the main control. All other special needs inmates are housed in booking holding cells.

Jail crowding affects several support functions:

- Insufficient supplies to support population surges
- Limited storage space for jail property and jail issued items
- Inefficient HVAC system during high temperatures
- Second hot water heater since the jail opened
- One multi-purpose room for inmate programs and attorney visits
- The jail cannot adequately classify and separate offenders by risk and need.

Insufficient medical clinic to support the inmate population

To comply with Minimum Standards for Local Correctional Facilities for the housing of juveniles being tried as an adult, they are housed in booking holding cells.

There is limited segregation housing.

As a result of Sessions Court only held one day a week, a person who is arrested after court on Tuesday (or anytime between then and the next court date) will sit in jail until the following Tuesday before going to court.

Criminal Circuit Court is held in Roane County three times a year for a period of six weeks. If an offender is arrested on a failure to appear in criminal court, state probation, or a criminal court case, the offender will have to wait until the next court date unless he or she is able to make bond.

There are two judicial commissioners (magistrate) in Roane County. A person arrested will be brought to the jail. The officer will telephonically contact the magistrate to set a bond. The warrant or affidavit will not be sworn or signed until later. In fact, there are many times when the inmate is released before a mittimus is signed.

OVERVIEW OF THE ROANE COUNTY JAIL – Page 12

The booking area has an elevated booking desk and a large open area. There is no seating in this area for compliant inmates who are pending booking. There are four holding cells. Cells one and four are single person cells. Cells two and three are multiple person cells. Juvenile offenders are housed in cell four to offer sight and sound separation from adult offenders. Cell two is used for long term segregation housing of female offenders. There is a small storage room used for linen, inmate uniforms, undergarments, library books, hygiene items, and toilet paper and a separate inmate property room that also serves as storage for inmate current and archived records and active warrants. Both storage areas have exceeded capacity. There is a small room located off the vehicle sally port interlock used for bonding companies to interview inmates through a window into the booking area, arresting officer report writing, and an intoximeter room. During peak booking times it becomes congested with a first come first serve use of the room. As a result, there are frequent delays in arresting officers processing offenders and bonding agents interviewing inmates. The only multi-purpose room available for inmate programs is located in the booking area. The laundry room has two industrial washers and dryers.

The medical area for the jail consists of a single 12'x12' room. Inmates are sent into the community for dental treatment. There is no office, restroom, or storage space in the medical clinic. There is also no waiting area for inmates as the clinic is off the main hallway.

It appears that the kitchen and equipment are sufficient for the current and anticipated workload needs. I did note, however, that the dry storage room and freezer are currently at capacity and would be challenged to support an increased inmate population.

Five of the six housing pods are dormitory style. Two pods (the Annex and Alpha Pod) house female inmates while Bravo through Echo Pods house males. The outside recreation yard is sufficient in size to support the current population. The main control room is elevated and large. There are no lines of site from the officer station to any of the lower levels of all housing units and no lines of site into the Annex or Alpha Pod.

I reviewed the operating budgets for the jail covering fiscal years 2016-2018. Over this time, the combined operating budgets have averaged \$2,976,944. A peak in the operating budget is projected in fiscal year 2018 at \$3,244,221.

The jail has a rated capacity of 170 and has averaged 208 inmates in custody over the last three and a half years. The male inmate population has ranged between a high of 190 in 2018 to a low of 135 in 2015. The female inmate population has an average daily

population of 54 over the same period. The average daily population reflects the jail being at 123% of its total bed space capacity. A yearly average of 3,552 bookings and 3,464 releases occurred over the last three and a half years.

We also examined the length of stay at the time of an inmate's release from jail during calendar years 2015 through June 2018. 59% of the inmate population was in custody for one day or less while another 14% were released within the first fourteen days.

POPULATION PROJECTIONS – Page 34

Population forecasting is not an exact science. The average daily population in the facility results from the interaction of two issues: jail admissions and length of stay. Changes in the law, criminal justice policy and practices, the economy, and the social environment within the county will influence how many people are arrested and how long they stay.

For the purpose of this study, several areas were considered: the U.S. Census Bureau information about Roane County, the average daily inmate population history, peaking factors, inmate classification needs, as well as special inmate needs (medical and mental health). According to the U.S. Census Bureau, Roane County is experiencing (and is projected to continue to experience) a reduction in the amount of citizens in Roane County. Considering these factors, we developed projected inmate population bed space requirements. This report will offer two sets of population projections that reflect a reduction in community size and a second based on a growth in the community. By the year 2033, we project a need for 352 beds (continued reduction in community size) and another projection of 375 based on a growth in Roane County. Both of these figures include the existing beds at the Roane County Jail.

PROGRAMS – Page 33

Inmates are assigned to a variety of interior jail and exterior work details. Roane County does have a work release program, but few inmates are assigned to it. Robust inmate programming opportunities are offered at the jail. The main challenge is having adequate space to support it.

CONCLUSIONS – Page 41

There are several challenges relating to non-housing areas of the jail. The storage space for supplies and inmate property is at capacity. The multi-purpose room is insufficient to handle inmate programs and official visitors from court. Booking holding cells are being used for permanent housing of juveniles and female special needs inmates. The medical clinic is inadequate, and the kitchen dry storage and freezer are at capacity. The main control room post has limited lines of site into the lower levels of housing pods, and no lines of site are available to the annex or alpha pod.

Challenges also exist in the inmate housing areas. The two cells under the main control designated for special needs are inadequate and insufficient for the amount of special needs inmates in custody. No housing is available for juvenile offenders being tried as

adults. There is inadequate restricted housing (segregation) beds for inmates in protective custody or those with disciplinary, behavioral, or violent tendencies. The annex is located in the support hallway outside of the main security envelope of the other housing pods. The majority of housing pods are dormitory style which is not suitable for medium and maximum security inmates. The current jail design does not support a plan to address the diverse inmate population.

Due to crowded conditions the jail is unable to classify and adequately separate offenders by risk and need.

The jail does not track the length of stay in custody at time of release or the length of stay in custody upon conviction. Furthermore, no one is monitoring the population in detail such as who is incarcerated with substance abuse problems, the percentage of population with mental illness, as well as trends in probation and parole violations, recidivism rates, etc.

Five dates in 2018 were chosen at random which found 22% of the jail population consisted of technical probation violators with no other pending charges.

There has been a significant increase in the number of criminal court filings between FY 2012 (700) to FY 2017 (1,243).

The magistrate will make a determination of indigence and assign the inmate a public defender. The inmate will not see the public defender until appearing in court. Due to limited time to prepare for the case, the cases are routinely continued for one to two weeks which increases the length of time spent in custody.

Citations in lieu of arrest and criminal summons are used by the Sheriff's Office when it is appropriate. There have been discussions with the municipality police departments regarding the use of citations and summons when appropriate but has had little success.

The sentenced misdemeanor population in custody has doubled in number from 41 in 2016 to an average of 87 in 2018.

Comparing Roane County against statewide data reflects the percentage of pretrial misdemeanants in custody as being *significantly higher* in Roane County.

The county does not have a criminal justice coordinating committee to bring the criminal justice system stakeholders to the table even though jail crowding is a system problem. We understand that everyone faces challenges, but a coordinated approach is necessary to address system issues that Roane County is experiencing.

Roane County's population is projected to decrease over the next 15 years. However, the inmate population has significantly increased. Based on the decline in citizens, one of the projected jail populations reflects a 3% decline in inmates incarcerated by the year 2033.

RECOMMENDATIONS – Page 43

As part of any jail expansion, the following non-housing areas of the jail must be addressed: adequate storage space for supplies, inmate property, and records. The current annex area could easily be converted to a supply storage area, as well as an additional multi-purpose room centrally located in the jail expansion area to offer additional space for programming opportunities. Adequate housing for special needs and juvenile inmates is necessary. An infirmary setting should be provided for single and multiple person cells to house medical, mental health, and suicidal inmates. This area would also serve as a medical clinic that offers adequate medical supplies storage, a medical administrator's office, at least two exam rooms, a dental exam room, an officer station, inmate waiting area (include holding cells for non-compliant inmates), and a mental health interview room. Consider remote interviews of inmates by bonding agents. An internet or video visitation system could be incorporated into the booking area to reduce the use onsite of the single mixed purpose room in booking. Expand dry storage and freezer in the kitchen.

If the outdoor recreation yard is impacted by the jail expansion, ensure the yard is included in the jail expansion.

Staff the main control room with two officers during peak workload times.

Include housing for juveniles being tried as adults in the jail expansion. Consider the recommended types of beds/cells as outlined in this report. Convert the annex to a property room and jail storage area, and stop housing inmates in this area. Cease long term housing of inmates in the booking holding cells.

Develop an objective inmate classification system and a housing plan based on the existing and proposed beds in the expansion.

Establish a population manager position, and begin to track the length of stay in custody at time of release or the length of stay in custody at time of conviction. Begin monitoring the population in detail such as who is incarcerated with substance abuse problems, the percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc. Use this data to inform a Criminal Justice Coordinating Committee so that system-wide initiatives can be developed and implemented to address trends impacting the criminal justice system.

Establish a formal group meeting on a regular basis to review technical probation violators' cases. Identify the stakeholders who should participate in these case reviews (judge, probation, sheriff's office, representative from the district attorney's and public defender's offices, local mental health, substance abuse, veteran's affairs, and homelessness representatives).

Explore the reason for the 57% increase in criminal court filings (for example doubling of other motor vehicle offenses, offenses against property, and probation violation).

Establish a process where the magistrate determines if an inmate is indigent and will remain in jail. If remaining and declared indigent, the inmate will be seen by a public defender prior to the first court appearance to better prepare.

Conduct a study in session's court to determine the amount of citations in lieu of arrest and criminal summons issued. Evaluate the failure to appear rate, the types and amount of crimes that they are issued for, and which agencies are issuing them. Use the validated data for the Criminal Justice Coordinating Committee to begin discussions for municipalities or the sheriff's office to increase their use when appropriate and only use incarceration as a last resort.

Evaluate why inmates have begun rejecting probation and have chosen to serve their sentence in jails. What needs to change in the local probation system (if anything) that will increase the amount of offenders accepting probation, and provide them opportunities to aid them in turning their lives around. Also, ensure sentenced offenders are actively involved in work and programs in order to receive sentence reduction credits as authorized by law.

Establish a meeting held with stakeholders once a week for the purpose of reviewing every pretrial misdemeanor in custody. In attendance should be the judge, representatives from the district attorney's and public defenders' offices, a sheriff's representative, probation, and local services (mental health, veterans, homeless, etc.) as determined necessary. Each case is reviewed and questions should be asked such as why are they in jail, how long have they been in jail, what is their status, what are their needs, and how can this case be resolved.

Establish a criminal justice coordinating committee to identify inefficiencies and develop collaborative plans of action to enable the criminal justice system to operate more efficiently.

Consider the range of population projections given. Only Roane County fully understands the potential for growth in the future.

This report demonstrates what the current jail needs are for the county and offers a 15 year projection. Further, this brings the county to a decision point regarding the next step. The next step, in addition to assessing and implementing pieces of the other recommendations in this report, is to develop a request for qualifications (RFQ) soliciting architectural services to provide space and programming needs based on this study. That will provide the county with information on what can be done with the current physical plant, provide space needs, as well as options, and cost estimates.

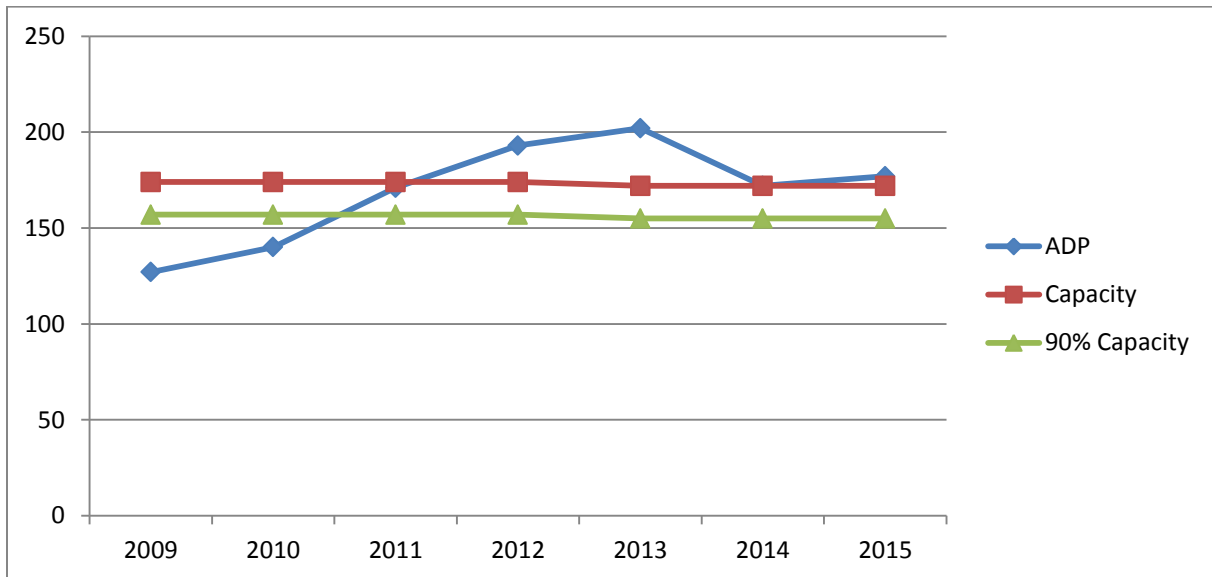
I. INTRODUCTION

- a. On November 16, 2017, I met with Chief Deputy Phillips to discuss jail crowding issues. We discussed conducting a needs assessment to identify the types and numbers of beds along with support area needs for the future.
- b. On February 22, 2018, I sent an excel document that contained advanced data gathering information for the agency to collect. I requested they forward the information to me as they gathered it. We discussed setting up several dates for a field visit to the jail as some of this information has been gathered to review it and look at the physical plant.
- c. On April 18, 2018, I made a field visit to the jail. Throughout the afternoon, I met with the Chief Deputy, Captain Keith Emmert, and Lieutenant Brad Williams. We reviewed the information previously gathered and discussed the challenges facing the jail.
- d. On June 27, 2018, another field visit was made to the Sheriff's Office. We toured the jail in detail with Captain Emmert and Lieutenant Williams. We also met with the Chief Deputy to review the needs assessment report. A final visit was made on July 26, 2018 to review the final draft report.

II. CURRENT CHALLENGES

- a. The Roane County Jail is located at 203 North Third Street, Kingston, Tennessee. The jail opened in 2009 and consisted of 174 beds. The capacity has been reduced twice since opening (172 in July 2013) and (170 in March 2016).
- b. The most significant challenge is inmate crowding. During the April 18th visit, 273 inmates were in custody and 290 on June 27, 2018. In 2008, the Sheriff's Office asked me to conduct the staffing analysis for the new jail. In an April 16, 2008 report and presentation provided to the Roane County Commission, I forecasted the average daily population to be at 155 by the year 2011 and to regularly exceed capacity by the year 2013. The actual 2011 average daily population was 171, and the jail regularly exceeded capacity beginning in 2013 with an average daily population of 193. Based on my projections, the following was recommended to the County Commission "*We suggest that you assess the feasibility of upgrading your existing facility to meet acceptable fire and life safety standards as prescribed by the fire marshal and the Tennessee Corrections Institute and, if feasible, utilizing it as a day reporting program, work release center, and/or DUI weekender housing. This would provide some inmate housing and alternative sentencing options that the new facility may not be able to and potentially reduce the threat of the new jail being crowded within a few years after opening.*" Roane County elected not to adopt that recommendation and began to see the population exceeding capacity in October 2010. Appendix C provides the inmate counts for the period covering October 2009 when the jail opened through 2015. Figure 1 provides the yearly average daily population for this same period.

Figure 1: Average Daily Population October 2009 through 2015



- c. There are two special needs cells located under the main control. All other special needs such as suicidal inmates, medical inmates, and mental health inmates are typically housed in booking holding cells.
- d. Supplies are insufficient to support the inmate population surges.
- e. Storage space is limited for jail property and jail issued items.
- f. The HVAC system cannot handle the needs during the summer months.
- g. The jail is on the second hot water heater since it opened.
- h. Insufficient staff is available for duty at all times to perform all mandated functions in the daily operations.
- i. The jail has been housing two juvenile offenders for approximately six months who are being adjudicated as an adult. Standards mandate sight and sound separation. In order to comply with that standard, these inmates are housed in booking holding cells.
- j. Trying to comply with Tennessee's Minimum Standards for Local Correctional Facilities.
- k. There is limited segregation housing for male inmates to securely house inmates who are violent, sexual predators, incompatible, have special needs, non-compliant, or those in need of protective custody or to serve disciplinary segregation time as a result of a major infraction. For female inmates, there are two isolation cells. There have been as many as five inmates housed in these two person cells.
- l. There is a single multi-purpose room used for programs and attorney visits. It is small and insufficient to offer programming opportunities.
- m. The medical exam room is extremely small. It is insufficient to support the inmate physical, mental, and dental health care needs.
- n. It is not possible to adequately classify and separate offenders by risk and need due to jail crowding.

- o. Sessions Court is run one day a week on Tuesdays. As many as 60 inmates may be transported from the jail to court on these dates. An inmate who is arrested after court on Tuesday (or anytime between then and the next court date) must sit in jail until the following Tuesday before going to court.
- p. Criminal Circuit Court is in Roane County three times a year for a period of six weeks. If an offender is arrested on a failure to appear in criminal court, state probation, or a criminal court case, the offender will have to wait until the next court date unless able to make bond.
- q. There are two judicial commissioners (magistrate) in Roane County. A person arrested will be brought to the jail. The officer will telephonically contact the magistrate to set a bond. The warrant or affidavit will not be sworn or signed until later. In fact, there are many times when the inmate is released before a mittimus is signed. The jail will fill out a mittimus and leave it for the magistrate when they arrive each evening. The magistrate is on site at the jail from approximately 2200 to 0300 each day.

III. OVERVIEW OF THE ROANE COUNTY JAIL

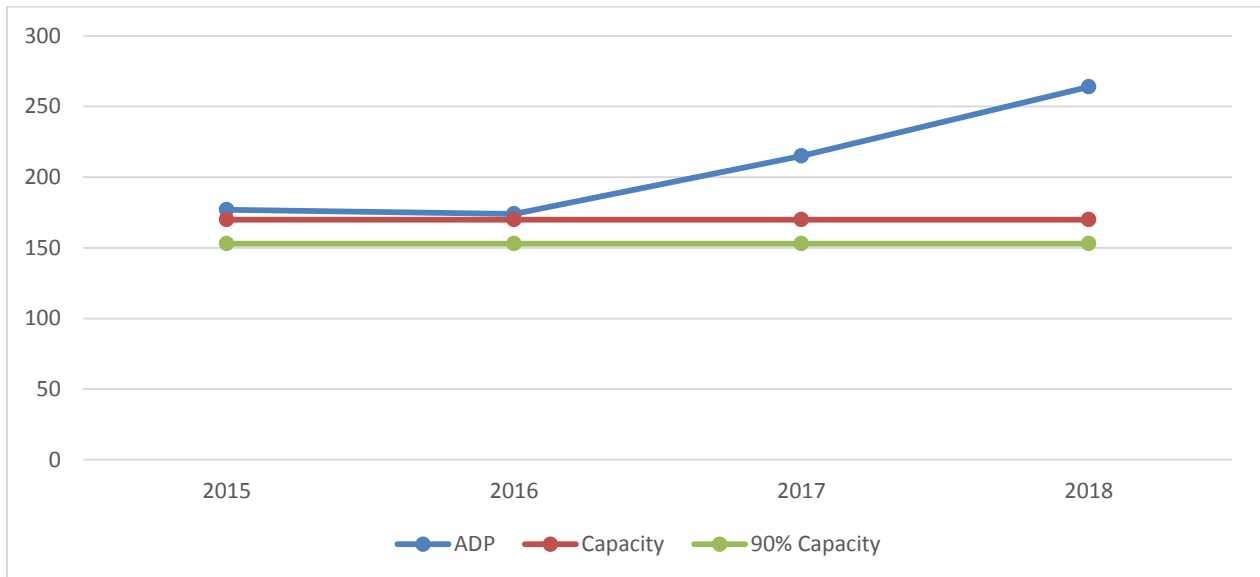
- a. The jail is currently rated for 170 inmates. Table 1 and Figure 2 provide the inmate average daily counts for 2015 through June 2018.

Table 1: Average Daily Population 2015 – June 2018

Year	ADP	Capacity	90% Capacity
2015	177	172	155
2016	174	170	153
2017	215	170	153
2018	264	170	153

- b. The jail has exceeded its rated capacity each of these years. In fact, the population has grown by an average daily population of 87 inmates from 2015 to present. The 90% capacity figure represents a classification factor. When the jail regularly exceeds this figure, it becomes difficult to classify and separate offenders by their risks and needs. Further, the classification factor permits short term surges in the population. An example of this would be during major warrant round ups as well as weekend offender surges.

Figure 2: Average Daily Population 2015 – June 2018

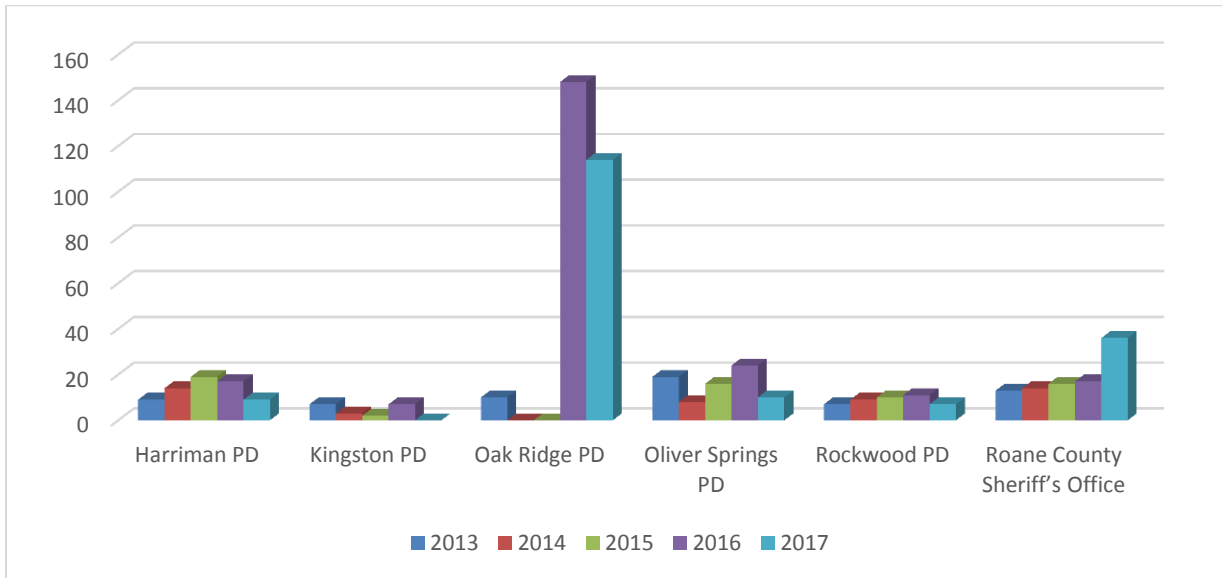


- c. On June 27, 2018 a tour of the jail was conducted with Captain Emmert and Lieutenant Williams. Observations of that tour included:
- i. Booking Area.
 - 1. The main booking area has an elevated booking desk and a large open area. No seating is available for compliant inmates who are pending booking. Instead, inmates are placed inside holding cells.
 - 2. There are four holding cells. Cells one and four are single person cells. Cells two and three are multiple person cells. Juvenile offenders are housed in cell four to offer sight and sound separation from adult offenders. There have been two juveniles housed here since December 2017. A third juvenile being tried as an adult was booked into the jail in June 2018. Due to the lack of available space to house this inmate, he is currently being housed in the Anderson County Jail. We examined juvenile arrests for the period covering 2013 through 2017 for law enforcement agencies in Roane County. No data is available for Oak Ridge Police Department for 2014 and 2015, and only minimal data is available for that agency in 2013. During the five year period evaluated, with the exception of the Sheriff's Office, juvenile arrests remained fairly consistent. Table 2 and Figure 3 provide the results of this review. None of these cells are designed or appropriate for long term housing. Rather, they are designed for short term (two to four hours) temporary holding. Cell two is used for long term segregation housing of female offenders.

Table 2: Juvenile Arrests by Agency

Agency	2013	2014	2015	2016	2017	Total
Oak Ridge PD	10	0	0	148	114	272
Roane County Sheriff's Office	13	14	16	17	36	96
Oliver Springs PD	19	8	16	24	10	77
Harriman PD	9	14	19	17	9	68
Rockwood PD	7	9	10	11	7	44
Kingston PD	7	3	2	7	0	19
Total Arrests	65	48	63	224	176	576

Figure 3: Juvenile Arrests by Agency



3. A 15' x 15' storage room is used for linen, inmate uniforms, undergarments, library books, hygiene items, and toilet paper. This room has exceeded its storage capacity.
4. The inmate property room is approximately 15' x 21' and also serves as storage for inmate current and archived records and active warrants. This area has also exceeded its capacity.
5. The vehicle sally port consists of a two car bay (pull in and back out). It is also used for staff lockers and storage (toilet paper and maintenance supplies).
6. A small room is located off the vehicle sally port interlock. It is used for bonding companies to interview inmates through a window into the booking area, arresting officer report writing, and an intoximeter room. Bonding agents must access the vehicle sally port to enter this room. During peak booking times, it becomes congested with a first come first serve use of the room. As a result, there are frequent delays for arresting officers to process offenders

and bonding agents to interview inmates. According to booking staff, bonding agents must wait until law enforcement officers are finished with the room. This further delays the processing of bonds and delays the release of offenders.

7. The only multi-purpose room available for inmate programs is located in the booking area. Although the jail has numerous inmate programming opportunities, the room is limited to a maximum of 12 inmates. In addition, inmates must be moved from inmate housing areas down the support corridor into booking to participate.
 8. The Magistrate has an office with a window for inmate interviews outside the booking area.
- ii. The laundry room has two industrial washers and dryers. One of the washers has extensive corrosion. Laundry is done seven days a week from the hours of 1400 to 1900 and 0200 to 0700.
 - iii. I met with Nurse Regina Lester who works for a contract medical provider at the jail, Southern Health Partners. The medical area for the jail consists of a single 12'x12' room. Due to the lack of space, there is no room for an exam table. A chair is used for this purpose. There is no space for dental services. Inmates are sent into the community every other Friday to Dr. Raymond Holmes for treatment. Through May 2018, 15 inmates have been sent to the dentist. Her current pending dental list had 18 names on it. There is no office, restroom, or storage space in the medical clinic. There is also no waiting area for inmates as the clinic is off the main hallway. Mental health services are provided by Ridgeview using a Jail Liaison who covers three county jails. The Liaison is onsite at the jail between one and two days a week.
 - iv. The kitchen is operated by corrections officers pulled from the shift to supervise inmate workers. An officer from the third shift is responsible for ordering food and supplies. It appears the kitchen and equipment is sufficient for the current and anticipated workload needs. I did note, however, that the dry stores room and freezer are currently at capacity and would be challenged to support an increased inmate population. The cooler is sufficient in size.
 - v. There is an area located in the support hallway across from the medical clinic referred to as the Annex that is used to house female inmates. This open dormitory style space has four bunks (eight beds), and it housed 14 (175% of capacity) inmates the day I toured. There is one commode, a single sink, one shower, and two tables with ten seats. In any proposed expansion, this area might be better utilized as a warehouse area or program room.
 - vi. The outside recreation yard is sufficient in size to support the current population. However, it is anticipated that any jail

expansion would take up this space, and another area would have to be identified for recreation.

- vii. The main control room is elevated and is a large area (approximately 45'x27'). A single officer mans this post. There are no lines of site from the officer station to any of the lower levels of all housing units and no lines of site into the Annex or Alpha Pod. The officer station is located in the center of the room and is responsible for controlling all locks and movement throughout the facility, monitoring cameras, responding to radio calls, and maintaining the jail log. I observed this officer for approximately 20 minutes, and as expected with any control officer, he was extremely busy and was unable to get up and walk around to look inside the housing units.
- viii. Housing Units.
 - 1. Echo Pod. This is a dormitory style unit housing trustees. It consists of two levels. On the lower level are three bunks (6 beds), three sinks, commodes, and showers. There are also three four person tables and three six person tables. On the mezzanine level are sixteen bunks (32 beds). There are no toilets, showers, or tables on the mezzanine level. I found this pod to be extremely humid. On the day of my visit, 40 (106% of capacity) inmates were housed in this pod.
 - 2. All housing pod dayrooms have kiosks where inmates have access to grievances, commissary, medical requests, daily news headlines, inmate handbook, and information on release, the Prison Rape Elimination Act, a law library, and responses to their requests. Each dayroom also has video and internet visitation. Further, inmates are able to email family and friends.
 - 3. Delta Pod. This pod is a dormitory that houses pretrial misdemeanors and felons. It is identical in design to Echo Pod. I found the temperature and humidity levels to be comfortable in this pod. On the day of my visit, 65 inmates were housed here (171% of capacity).
 - 4. Charlie Pod. This area is designated for maximum security male inmates. On the lower level are three cells. Cells one and two are four person cells, and cell three is a two man cell. On the mezzanine level, cells four and five are four person cells, and cells six and seven are two person cells. Cells four and five are designated to house sex offenders in a protective custody status. On the day of my visit, 35 inmates were housed in this Pod (159% of capacity). Each cell had a combination sink and commode inside. There were four tables with a total of 28 seats located in the lower level dayroom area.

5. There are two isolation cells located under main control. Each of these cells housed one inmate on the day of my visit. They consist of a combination sink/commode and a concrete bunk. In addition to a viewing window on the cell door, there is another set of viewing windows located in the floor of the main control. There is no dayroom for these cells. If the inmates have no significant behavioral problems they will use the Charlie Pod dayroom for their recreation and access to phones and visitation.
 6. Bravo Pod. This is a dormitory style housing pod used for male general population felony and misdemeanor inmates. On the lower level are two bunks (four beds), three commodes, sinks, and showers. There is also one, two person cell. The mezzanine level has a single, two person cell and thirteen bunks (26 beds). During my tour, 61 inmates were housed here (180% of capacity).
 7. Alpha Pod houses all classification levels of female inmates. This dormitory pod is similar in design as Bravo Pod except there are only 12 bunks (24 beds) on the mezzanine level and a capacity of 30 inmates. On the date of my tour, 66 inmates were housed here (220% of capacity).
- d. I also reviewed the Tennessee Corrections Institute inspection reports from 2017 and 2018. Their findings were:
- i. October 16, 2017:
 1. *"The facility capacity has continued to exceed well over 200 inmates on a daily basis. The highest so far this year was over 272 which is 60% above the certified capacity. The female inmate population is currently 78% above capacity."*
 2. *"The square footage, toilet, washbasin, and shower fixed ratios in the female inmate housing areas cannot be met due to 1 sink and 2 showers needing repaired and overcrowding on a continuous basis. The Alpha Pod area currently had 29 female inmates lying on mats on the floor due to overcrowding."*
 3. *"All male and female housing units were very clean despite the extreme overcrowding and staffing issues."*
 4. *"The inmate classification is very difficult to achieve with the inmate population remaining above certified capacity on a regular basis."*
 - ii. April 2, 2018:
 1. *"Due to overcrowding, the facility is unable to meet the required square footage, toilet/sink and shower ratios in the inmate housing areas."*

2. *“Toilet/washbasin and shower ratios for inmates cannot be met due to facility overcrowding of both males and females.”*
 3. *“Security checks on general population inmates are exceeding the required one hour time parameter and suicidal inmates’ checks are exceeding the required fifteen minute time parameter.”*
 4. *“Due to overcrowding, the facility is unable to follow their policy on proper inmate classification.”*
- e. Housing. Table 3 describes the housing units, classification assignment, number of beds and the actual inmate counts on ten different dates. As expected, only five housing units and the isolation cells did not exceed their capacity over these ten days.

Table 3: Inmate Housing

Housing Unit	# Male Beds	# Female Beds	Classification	6/27/2018	4/18/2018	4/1/2018	3/24/2018	3/15/2018	3/4/2018	2/26/2018	2/5/2018	1/29/2018	1/5/2018
Alpha	0	32	All	60	63	56	57	57	55	57	66	60	59
Bravo	32	0	All	59	47	58	38	46	55	52	55	61	56
Charlie	22	0	Sex offenders, new intakes, segregation	36	32	27	34	25	29	38	41	27	26
Delta	36	0	All	62	64	60	54	58	56	55	49	62	59
Echo	36	0	Trustee	39	42	32	33	28	39	33	36	36	31
Annex	0	8	All	14	14	12	12	12	12	11	11	11	10
Isolation	2	0	Suicide	2	2	2	2	2	2	2	1	1	2
Booking Holding Cells	0	0	Overflow	15	9	8	15	9	11	6	6	10	2
Total	130	40		287	271	255	245	237	259	254	265	268	245

- f. Operating Budgets. I reviewed the operating budgets for the jail for the periods covering fiscal years 2016 through 2018. They are provided at Table 4. Over these three fiscal years, the total operating budgets have averaged \$2,976,944. A peak in the operating budget is projected in the current fiscal year (FY 2018) at \$3,244,221. The water and sewer costs jumped to \$100,000 in 2018 due to a wrong water meter being installed. Officer salaries increased to \$901,757 in 2018 due to reclassifying positions. No new positions have been created. A total of 37 positions are assigned to the jail.

Table 4: Jail Operating Budget

Jail Expenditures	15/16	16/17	17/18	Difference
Personnel	1,736,358	\$1,755,475	\$2,113,272	\$376,914
Inmate Medical & Dental	\$407,559	\$562,366	\$460,000	\$52,441
Inmate Food & Supplies	\$165,306	\$214,204	\$190,500	\$25,194
Miscellaneous	\$436,192	\$409,152	\$480,449	\$44,257
Total Jail Budget	\$2,745,415	\$2,941,197	\$3,244,221	\$498,806

- g. Table 5 provides the average daily population for males, females, and total population for the jail covering the period of 2015 through June 28, 2018.

Table 5: Average Daily Population by Sex, 2015 – June 2018

Fiscal Year	Male	Male Capacity	Male 90% Capacity	Female	Female Capacity	Female 90% Capacity	Total	Total Capacity	Total 90% Capacity
2015	135	130	117	42	40	36	177	170	153
2016	137	130	117	37	40	36	174	170	153
2017	154	130	117	61	40	36	215	170	153
2018	190	130	117	74	40	36	264	170	153
Average	154	130	117	54	40	36	208	170	153

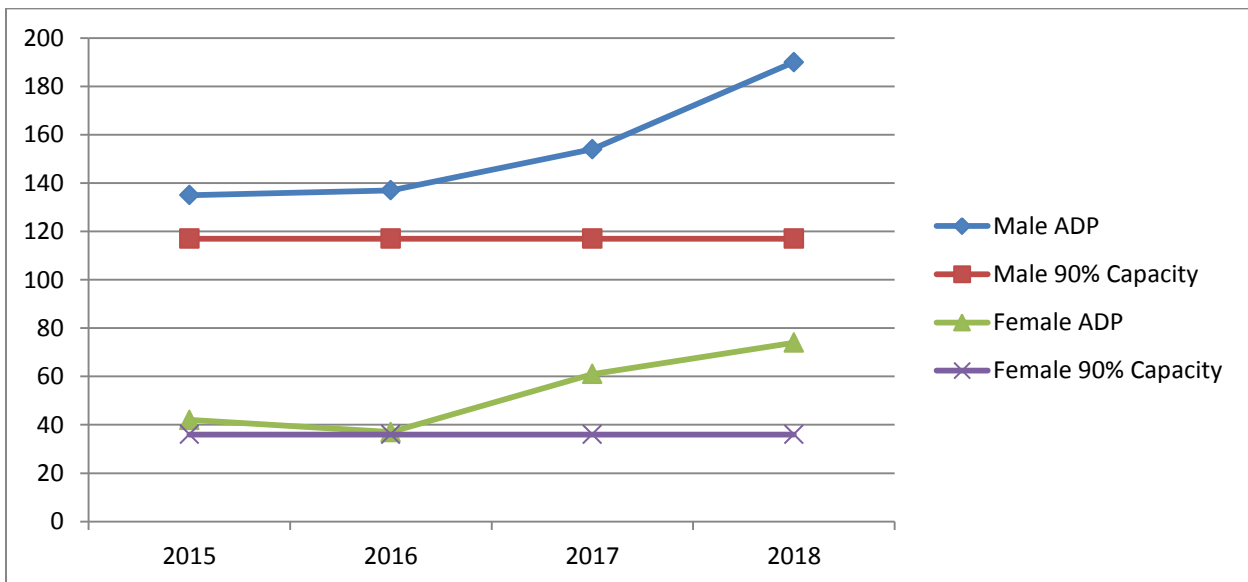
- h. The jail has been averaging 208 inmates in custody over the last three and a half years. The male inmate population has ranged between a high of 190 in 2018 to a low of 135 in 2015. The female inmate population has had an average daily population of 54 over the same period with a significant peak in 2018 of 74. The average daily population reflects the jail ranging from 104% to 122% of its total bed space capacity. Experts suggest a jail is at its capacity when it reaches approximately 90% of its bed space capacity. For Roane County, the current facility target capacity would be 153 (117 male beds and 36 female beds). This permits for flexibility of housing and separation of inmates (for custody classification purposes) as well as spikes in the inmate population that occur from time to time (such as warrant round-ups and weekend offenders).
- i. Some agencies make a decision to contract with various agencies to house discretionary inmates (those we choose to house through contract or agreement). Although Roane County houses state inmates, they do not have a formal contract with the Tennessee Department of Corrections (TDOC) to house inmates. TDOC inmates held at Roane County are awaiting bed space in the Department of Corrections. As shown in Table 6, during this three year and five month period, an average of 22% of the inmate population consisted of state inmates awaiting bed space into the (TDOC). A review of the TDOC monthly snapshot report over the same period reflects a statewide average of 16.5% of all inmates housed in county jails being classified as “TDOC Backups”.

Table 6: Discretionary Inmate Population, 2015 – 2018

Averages	CY2015	CY2016	CY2017	CY2018*	Average
Jail Capacity	170	170	170	170	170
90% Capacity	153	153	153	153	153
Total Population	177	174	215	264	208
State (TDOC)	42	47	43	49	45
Federal	0	0	0	0	0
Pretrial Inmates	100	120	127	148	124
All Other Inmates	35	7	45	67	39
Average Males – Jail	135	137	154	190	154
Male Beds	130	130	130	130	130
90% Male Capacity	117	117	117	117	117
Male State	34	40	34	41	37
Male Federal	0	0	0	0	0
Male (all others)	131	97	120	149	117
Average Females – Jail	42	37	61	74	54
Female Beds	40	40	40	40	40
90% Female Capacity	36	36	36	36	36
Female State	8	7	9	8	8
Female Federal	0	0	0	0	0
Female (all others)	34	30	52	66	46

- j. Figure 4 shows the male, female, and total target (90%) capacities for the jail along with the average daily populations from 2015 through June 28, 2018.

Figure 4: Total Capacities, 2015 – June 2018



- k. As figure 4 indicates, the male and female population has exceeded the target capacity each of these years.

- l. Due to crowded conditions, they are unable to adequately separate offenders by risk and need. The only inmates who are separated are male and female inmates along with trustees from the rest of the population. In lieu of special needs housing for medical, mental health and other types of offenders, the jail utilizes one of two isolation cells or booking holding cells to house inmates on a permanent basis. Captain Emmert and Lieutenant Williams routinely interact with the courts on judgements, revocation orders, and pretrial credits for offenders. They also enter the work credits monthly for felony inmates assigned to a worker status. No one is tracking length of stay in custody at time of release, or the length of stay in custody at time of conviction. At the time of booking arrestees are asked their veteran status. If determined to be a veteran, their name is referred to Jim Karney. He interviews the inmates and assists their needs. Further, no one is monitoring the population in detail such as who is incarcerated with substance abuse problems, the percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc. It is recommended that this data be tracked and regularly monitored to identify trends in the inmate population. Further, this information should be regularly (monthly) communicated to the county's corrections partnership committee.
- m. A Tennessee Supreme Court decision (Jason Ray v. Madison County, TN 8/16/2017) has clarified a percentage of time that an inmate must serve prior to being eligible for work credits. A sentence to confinement followed by probation is referred to as a split confinement sentence. In these instances, the trial courts shall fix a percentage of time to be served before the defendant is eligible to receive work credits. Also, a similar provision is mandated for misdemeanor offenders in Tennessee Code Annotated 40-35-302(d). The jail leadership has been seeing sentences ordered by the courts fixing a percentage ranging from 75% to 100% to serve. Due to the number of misdemeanor offenders in custody and the significant workload involved to validate the number of hours that an inmate works each month, the jail does not calculate work credits for misdemeanor offenders. However, every misdemeanor is awarded good behavior credits as authorized under Tennessee Code Annotated 41-2-111(b) which equates to a reduction of one quarter of their sentence (including pretrial time served).
- n. Table 7 provides information regarding bookings and releases at the jail. An average of 3,547 bookings and 3,517 releases occurred from 2015 through June 27, 2018. Two factors that drive jail crowding are the number of bookings and the average length of stay of offenders. If one or the other increases, it has the potential to increase the average daily population. In this instance, we see that Roane County's bookings have significantly increased in 2016 and 2017.

Table 7: Bookings and Releases

	2015	2016	2017	2018*	Average
Booking	3,163	3,732	3,746	3,568	3,552
Release	3,173	3,714	3,665	3,305	3,464

*Note: * An estimate for 2018 bookings is based on the number occurring through June 27, 2018.*

- o. We can also calculate a projected booking rate for future years. This is computed by dividing the county's citizen population for the years 2015 through 2017 into the bookings in the jail for each of those years. We then multiply the result by 1,000 to obtain the overall admission rate for each 1,000 citizen population. The highest admission rate is then multiplied by the projected county populations and divided by 1,000 to derive projected inmate bookings from 2018 through 2033. Table 8 provides the actual and projected bookings. As indicated in the projections, the booking workload (and anticipated release workload) will decrease by 3.3% by 2033 with the current downward projection of Roane County citizens. I also looked at the booking projections by showing growth in the county and found that there is potential for an 8% increase in the number of bookings by the year 2033.

Table 8: Actual and Projected Bookings

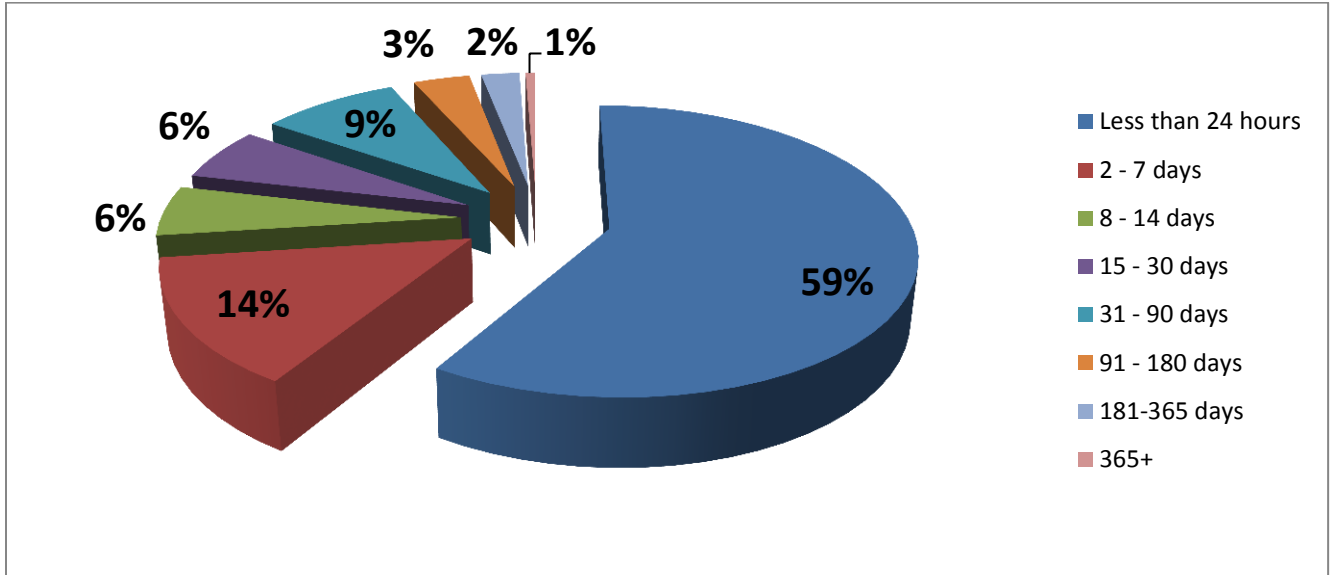
Actual Booking Rates 2016 – 2017 and Projected Bookings 2020 through 2033				
Actual Bookings		Projected Bookings		
Year	Booking Rate	Year	Projected Bookings (With Population Decline)	Projected Bookings (With Population Growth)
2015	59.57	2020	3,743	3,748
2016	70.58	2025	3,714	3,777
2017	70.84	2033	3,625	3,866

- p. Another piece of information examined was the length of stay at the time of an inmate's release from 2015 through May 2018. We examined the time in custody for 11,518 inmates released from custody. Table 9 and Figure 5 provide the results of that review.

Table 9: Inmate Length of Stay

Time in Custody	2015	2016	2017	2018
Less than 24 hours	1844	2059	1955	917
2 – 7 days	414	530	511	174
8 - 14 days	168	205	201	78
15 – 30 days	157	208	246	81
31 – 90 days	226	273	347	160
91 – 180 days	112	123	121	58
181 - 365 days	40	68	130	42
366+	26	27	16	1
Total	2987	3493	3527	1511

Figure 5: Days in Custody at Time of Release



- q. We see that 59% of the inmate population stays one day or less in custody. Another 20 percent is released within the first fourteen days. This reflects a high level of turnover of the inmate population on a regular basis. This short term stay significantly impacts booking and release operations within the jail.
- r. Two other areas must be considered as the County thinks about inmate population projections. First, 300 active people on state probation and another 454 on county probation within Roane County on as of September 30, 2017. At any point in time during their probationary period, they are subject to incarceration as a result of technical rule violations or by incurring a new criminal charge. I looked at five dates in 2018 to identify how many probation violators were in custody. Table 10 provides those numbers. During these five dates, an average of 22% of the inmate population was in custody as a result of a probation violation with no other pending charges. This is another opportunity for the Roane County criminal justice system to become engaged and explore what is happening. According to Captain Emmert, for example, the jail is beginning to see an increased number of inmates “flattening their probation” in jail rather than going back into the community to serve their time. A formal meeting on a weekly basis or at least every other week could be helpful to review the cases of these technical probation violators. At the table would be the judge, probation, a sheriff’s office representative, assistant district attorney and a representative from the public defender’s office. A representative from mental health, veteran’s affairs, and substance abuse should also be in attendance. A case review of the technical violators should be done to determine what has gone right, what has gone wrong, what led up to the violation, what are the offender’s needs, and how can the case be expeditiously resolved and return the offender back to probation status better prepared to succeed.

Table 10: Probation Violators in Custody

Date	Violators w/ New Charges Pending	Violators w/no Other Pending Charges	Total Jail Count	% of Jail Population Probation Violators with No Other Pending Charges
April 23	105	68	287	24%
May 1	99	68	269	25%
May 7	101	64	271	24%
June 14	126	58	301	19%
June 22	133	53	293	18%
Average	113	62	284	22%

- s. According to the Sheriff's Office, there are currently 3,000 outstanding criminal warrants to be served. The Sheriff's Office could initiate a focused law enforcement effort to bring these persons into custody. Routine traffic stops or other types of routine law enforcement encounters could identify and arrest those with a warrant. Either of these (probation violators or criminal warrants) could have an impact on the jail inmate population.
- t. We reviewed the Annual Reports of the Tennessee Judiciary for fiscal years 2012 through 2017. That information is provided in Table 11.

Table 11: Report of Court Filings FY 11/12 through 16/17

Court	2011 – 2012	2012 – 2013	2013 – 2014	2014 - 2015	2015 – 2016	2016 - 2017
Criminal *	700	709	630	734	1,017	1,243
Chancery	685	639	600	521	503	539
Circuit Civil	452	350	321	267	232	186
Total	1,837	1,698	1,551	1,522	1,752	1,968

NOTE: The Criminal Court figures reflect the number of counts filed, rather than the number of cases filed.

- u. Table 11 indicates a moderate increase in the total number of court case filings from July 2011 through June 2017. However, there has been a significant increase in the number of criminal court filings. Specifically, there were 700 criminal filings in FY 2012, and a 56.3% increase to 1,243 in 2017. If the judicial resources are inadequate to keep up with increases, the result will be slower case processing and an increase in the jail population (particularly those awaiting trial in Criminal Court). I also reviewed the Criminal Court Dispositions covering FY 2012 through 2017. Pretrial or Judicial Diversion is used as a disposition by the court. Table 12 provides that review.

Table 12: Criminal Court Dispositions and Pretrial or Judicial Diversion

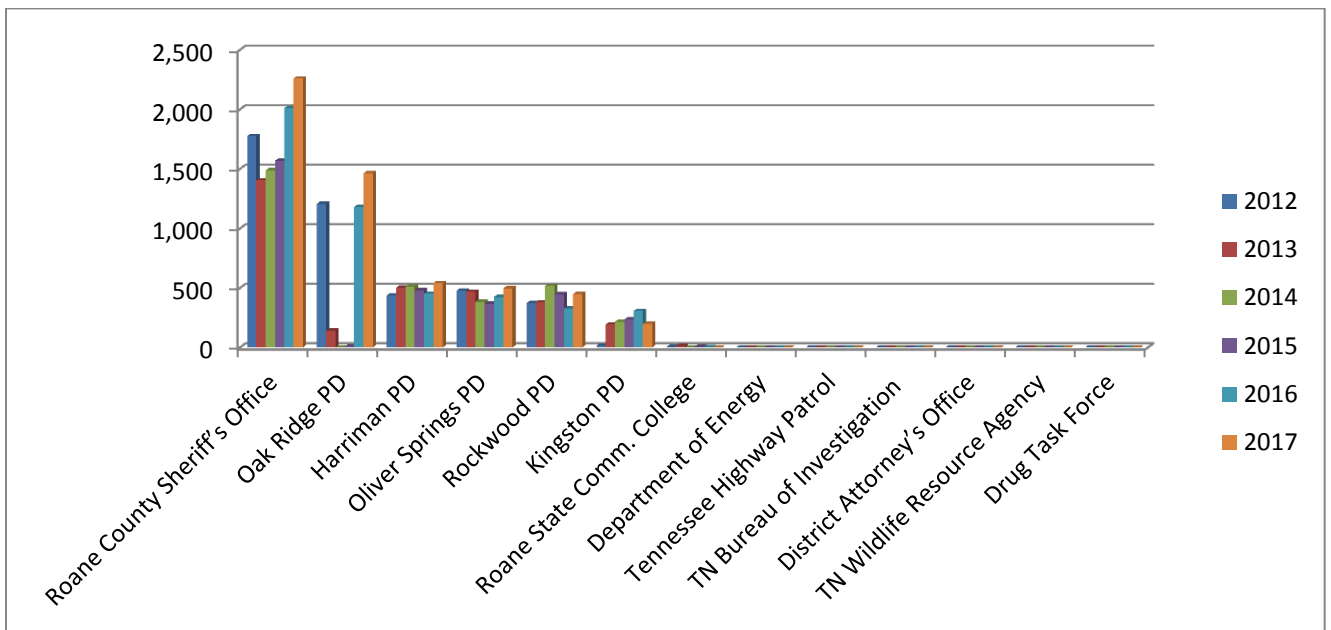
	2011 – 2012	2012 – 2013	2013 - 2014	2014 – 2015	2015 - 2016	2016 – 2017
Pretrial or Judicial Diversion	12	13	13	43	32	36
Total Dispositions	627	641	735	936	826	1,355

- v. As indicated in Table 12, the use of pretrial or judicial diversion averaged 25 per year over the six years evaluated. Pretrial or judicial diversion was used as a disposition in criminal court in FY 2012 through FY 2014 an average of 1.2% of the time. For fiscal years 2015 through 2017, however, diversion has been used an average of 3.56% each year. While the use of pretrial or judicial diversion such as the County's Drug Court is an option for the courts, it is critical to have the available programs and supervision for offenders diverted into the community. Further, offenders should undergo a formal assessment to determine their suitability for diversion. This is an area for the county to examine. Questions to consider are what type of programs are available for offenders in the community? What agencies provide supervision, and what type of supervision is provided? Are offenders screened prior to placement in a pretrial or alternative program? What are the trends of probation violators? Some jurisdictions, such as Shelby County's Jericho Project have formed collaborations with local mental health agencies, the district attorney, public defender, the courts, and jail to form a program that diverts mentally ill offenders from jail to treatment. Considering other options such as partnering with substance abuse programs, electronic monitoring, day reporting programs, or other options that diverts offenders from custody to community supervision programs can also aid in reducing the jail population. Other counties (Dyer, Franklin, Maury, Rutherford) have implemented various work release programs.
- w. I also reviewed the data from 2012 through 2017 as found at the Tennessee Bureau of Investigation's Crime Statistics Unit. As reflected in Table 13 and Figure 6, 2013 through 2015 appears to be low. This is primarily due to Oak Ridge Police Department being decertified under the TIBR's system and unable to submit arrest data. There has, however, been a significant increase in annual arrests from 2012 (4,287) to 2017 (5,406). Looking at the top three specific arrests that have occurred during this six year period include drug/narcotics violations (3,105), simple assault (1,574), and theft-shoplifting (1,280). The data for arrests made by the Tennessee Highway Patrol, Department of Energy, Tennessee Bureau of Investigation, District Attorney's Office, the Tennessee Wildlife Resource Agency, and the Drug Task Force was not available.

Table 13: Arrests in Roane County 2012 – 2017

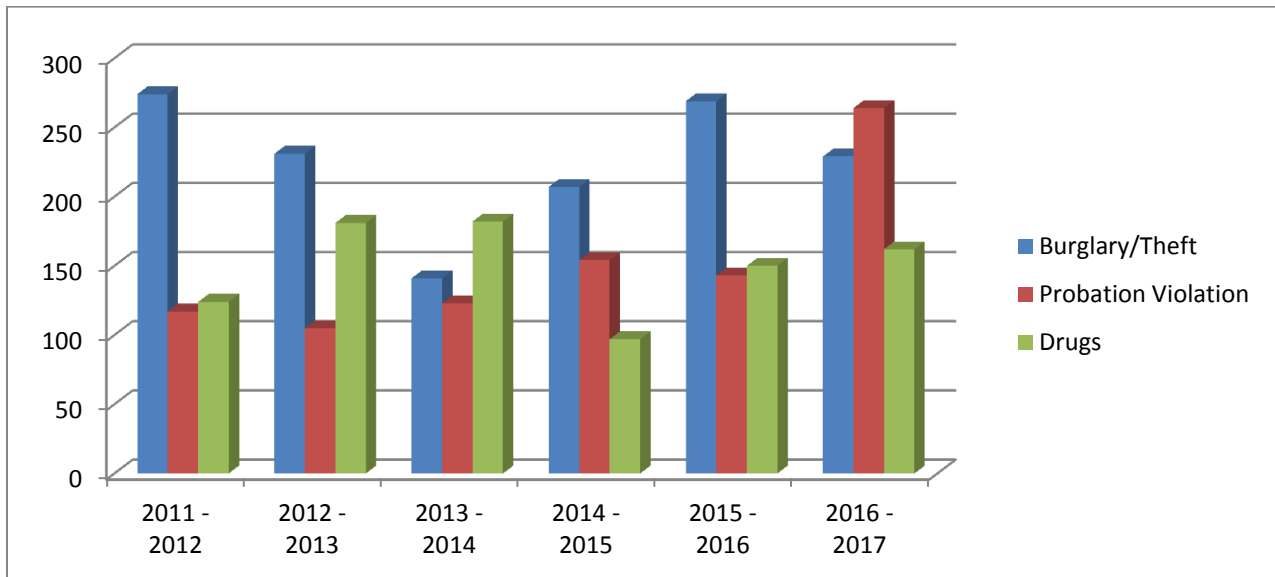
Agency	2012	2013	2014	2015	2016	2017
Roane County Sheriff's Office	1,775	1,404	1,488	1,568	2,010	2,259
Oak Ridge PD	1,207	140	0	9	1,180	1,463
Harriman PD	437	502	511	480	452	540
Oliver Springs PD	477	467	383	366	424	496
Rockwood PD	373	379	517	446	326	449
Kingston PD	15	194	216	236	307	199
Roane State Comm. College	3	11	0	4	2	0
Department of Energy	0	0	0	0	0	0
Tennessee Highway Patrol	0	0	0	0	0	0
TN Bureau of Investigation	0	0	0	0	0	0
District Attorney's Office	0	0	0	0	0	0
TN Wildlife Resource Agency	0	0	0	0	0	0
Drug Task Force	0	0	0	0	0	0
TOTAL	4,287	3,097	3,115	3,109	4,701	5,406

Figure 6: Arrests in Roane County 2012 through 2017



- x. Appendix A provides a list and amount of offenses filed in criminal court for fiscal years 2012 through 2017. As shown in figure 7, of the 5,033 filings during these years, burglary/theft, drugs, and probation violations made up for 65.1% of the cases.

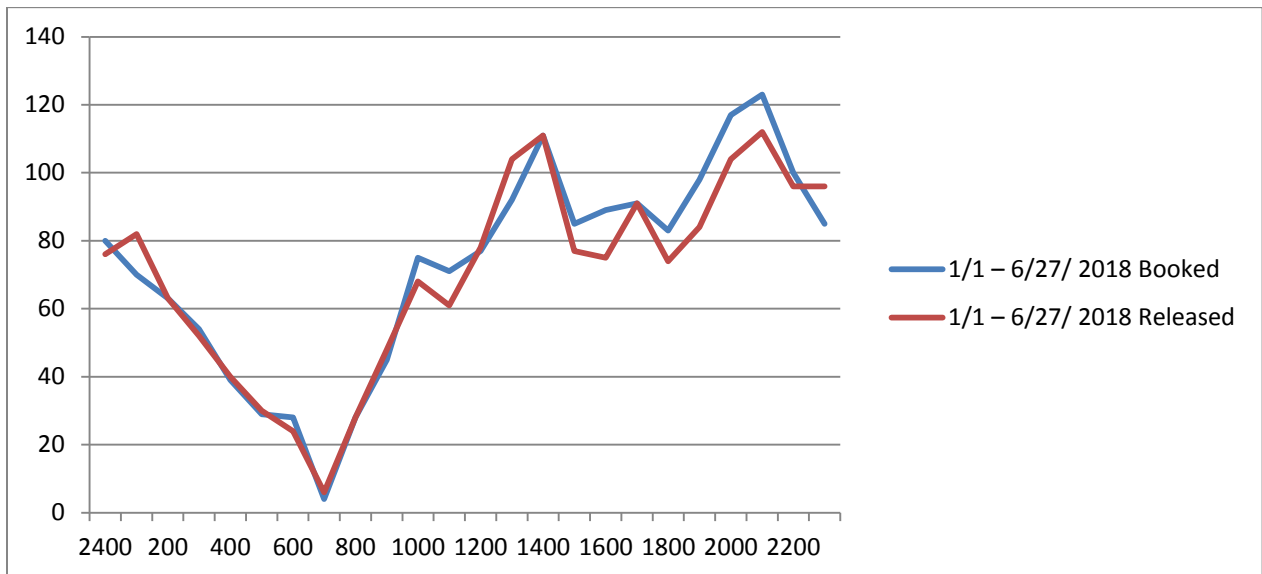
Figure 7: Top Three Cases Filed in Fiscal Years 11/12 through 16/17



- y. According to Chief Phillips, the Roane County Sheriff's Office uses citations in lieu of arrest and criminal summons when appropriate. He stressed that this is discretionary and the deputy on the scene will make that determination. Chief Phillips indicated that he has had discussions with the municipality police departments regarding the use of citations and summons but has had little success.
- z. Judicial Commissioners (Magistrates).
 - i. According to the jail leadership, there are no set hours for the Magistrate at the jail. During normal business hours, the jail and arresting officers have access to Ms. Freda Ramey at the court. After hours and on weekends, Ms. Kathy Mount is on call 24/7. Ms. Mount spends approximately six hours daily onsite at the jail. According to booking staff, she is typically present late evening to early morning hours.
 - ii. An arresting officer may not swear to a warrant for one to two days after the arrest due to the availability of the judicial commissioner unless they go to the court house to meet with Ms. Ramey. According to the jail leadership, Commissioner Mount will "face time" arresting officers when she comes to the jail in the evening for them to swear to the warrant. When available she will also set bonds for the jail over the phone before the warrant is sworn to. It is estimated by jail staff that 90% of the non-violent offenders will have bonds set via telephone and will never see the magistrate. The jail routinely books offenders on unsworn warrants.
 - iii. I looked at booking and release times for the period covering January 1 through June 27, 2018 in order to look at the hours that the Magistrate was present for the purpose of bond setting. Figure 8 provides the results of that review. The peak booking times

occurred between 2000 and 2300 with another spike at 1400 to 1500. The peak release times occurred between 2000 and 2400 with another spike at 1400 to 1500. Based on the records reviewed during this period, it appears the peak work load times that would indicate the need for magistrate presence is approximately 1300 to 0300 each day.

Figure 8: Booking and Releases by Time



- iv. I discussed the process of determining indigence of an inmate booked into the jail. According to the jail leadership, the magistrate will make this determination and assign the inmate to the public defender's office. The inmate will not see the public defender until appearing in court. Due to insufficient time to prepare for the case, they are routinely continued for one to two weeks. I have had success by setting up an interview for the public defenders. They come to the jail on a daily basis for the purpose of interviewing those inmates who have been determined indigent and assigned to the public defenders case load. This better prepares them before the first appearance in court and minimizes the continuances (and continued incarceration).
- aa. We looked at 41 months of data gathered from the Tennessee Department of Corrections Monthly Jail Summary Reports of misdemeanants in custody at the Roane County Jail. Table 14 indicates that Roane County has averaged 81 pretrial misdemeanants and 59 sentenced misdemeanants in custody during the period of January 1, 2015 through June 30, 2018. Comparing Roane County against statewide data reflects the percentage of pretrial misdemeanants in custody is *significantly higher* in the county throughout this 42 month period. The sentenced misdemeanor population in custody has doubled in number from 41 in 2016 to an average of 87 in 2018. According to

the jail leadership, they are seeing a trend of misdemeanor offenders declining to accept probation and would rather spend their full sentence incarcerated.

Table 14: Misdemeanant Offenders in Custody

Date	Roane County Misdemeanants				Statewide Misdemeanants	
2018	Pretrial		Sentenced		Pretrial	Sentenced
January	90	31.9%	78	27.7%	16.8%	15.6%
February	100	37.5%	68	25.5%	17.2%	15.7%
March	97	35%	77	27.8%	17%	16.6%
April	98	30.5%	89	33.6%	17.3%	16.1%
May	108	34.3%	99	32%	17%	16.6%
June	81	26.6%	109	35.7%	16.8%	16.6%
	96	32.64%	87	30.39%	17.02%	16.20%
2017	Pretrial		Sentenced		Pretrial	Sentenced
January	51	28.8%	59	33.3%	15.5%	16.7%
February	73	34.4%	64	30.2%	15.9%	17.4%
March	87	40.5%	53	24.7%	15.7%	18.2%
April	87	38.2%	62	27.2%	16.4%	17.7%
May	93	43.7%	43	20.2%	16%	17.5%
June	92	40%	53	23%	15.8%	18.3%
July	96	38.1%	63	25%	16.9%	17.3%
August	90	37.8%	64	26.9%	15.8%	17.7%
September	79	33.3%	71	30%	17%	17.6%
October	87	34%	63	24.6%	17.2%	16.3%
November	70	28.1%	70	28.1%	16.3%	16.5%
December	86	32.6%	67	25.4%	17.3%	15.2%
Average	83	35.79%	61	26.55%	16.30%	17.20%
2016	Pretrial		Sentenced		Pretrial	Sentenced
January	86	48.9%	20	11.4%	14.6%	15.2%
February	93	46%	23	11.4%	14.7%	14.9%
March	71	37.6%	27	14.3%	14.4%	15.4%
April	60	32.3%	66	35.5%	14.3%	16.4%
May	83	41.7%	27	13.6%	16.9%	15.8%
June	88	42.3%	37	17.8%	15.4%	16.1%
July	87	40.7%	48	22.4%	16.1%	16.3%
August	79	38.9%	50	24.6%	16.8%	16.3%
September	79	38.9%	50	24.6%	15.7%	17.5%
October	86	39.3%	50	22.8%	15.2%	16.6%
November	63	33.2%	50	26.3%	14.5%	17%
December	64	63%	44	24.7%	15.2%	16.1%
Average	78	41.90%	41	20.80%	15.32%	16.13%
2015	Pretrial		Sentenced		Pretrial	Sentenced
January	41	23.4%	46	26.6%	13.5%	17.3%
February	61	36.7%	46	27.7%	13.5%	16.9%
March	71	38.2%	46	24.7%	13.7%	15.7%
April	83	44.9%	46	24.9%	13.7%	16.2%
May	63	39.1%	45	28%	14.2%	16%
June	62	38.8%	44	27.5%	13.7%	16.1%

July	63	35.6%	56	31.6%	13.4%	17.2%
August	74	37.9%	65	33.3%	14.1%	16.6%
September	68	36%	55	29.1%	14%	16.5%
October	81	42%	43	22.3%	14.4%	16.3%
November	68	39.8%	41	24%	13.9%	15.5%
December	66	41.3%	35	21.9%	13.5%	15%
Average	67	37.80%	47	26.80%	13.80%	16.30%

bb. On June 29, 2018, we looked at a single day snapshot of pretrial misdemeanor offenders in custody. Table 15 provides that snapshot. We found 44 pretrial misdemeanor inmates that, according to the agency, had no pending felony charges or were already sentenced on another offense. We identified several things:

- i. There were nine offenders in custody pending child support court. The jail indicates that it is unknown when they will appear in court. These offenders have spent between 4 and 139 days in pretrial confinement.
- ii. Twenty-one or 48% were charged with a single offense of failure to appear or had at least one of the confining offenses being failure to appear.
- iii. Four offenders were in custody for violation of probation with no other pending charges. These inmates will have spent an average of 72 days in pretrial confinement before appearing in court to resolve their probation violation charge.

Table 15: Pretrial Misdemeanants in Custody on June 29, 2018

Name	Charges	Booking Date	Scheduled Court Date	Potential Time in Custody
Bodine, B.	Violation of Probation	6/25/2018	10/2/2018	100 days
Bolden, J.	Violation of Probation Failure to Appear	6/21/2018	7/13/2018	23 days
Bowling, E.	Simple possession Unlawful possession of drug paraphernalia Failure to appear x 2	6/25/2018	8/7/2018	44 days
Chambers, T.	Failure to appear	6/17/2018	7/6/2018	20 days
Chaney, C.	Attachment for contempt/non-support	6/22/2018	7/11/2018	20 days
Davis, H.	Failure to appear Violation of community supervision	5/21/2018	6/29/18	40 days
Draper, K.	Attachment for contempt/non-support	4/6/2018	Unknown Child Support	85 days *
Freels, N.	Failure to appear Attachment for contempt/non-support	4/7/2018	Unknown Child Support	84 days *
Fritts, J.	Attachment for contempt/non-support x 3	6/12/2018	Unknown Child Support	18 days*
Gibson, M.	Failure to appear Resisting stop, frisk, halt	6/21/2018	9/18/2018	90 days

	arrest, or search, obstructing service of process			
Hamby, D.	Failure to appear Violation of probation	6/25/2018	10/2/2018	100 days
Harmon, C.	Failure to appear Resisting stop, frisk, halt arrest, or search, obstructing service of process	5/7/2018	8/28/2018	114 days
Hicks, W.	Domestic assault x 2 Violation of bond conditions	6/10/2018	9/25/2018	108 days
Houston, R.	Failure to appear Attachment for contempt/non-support	5/3/2018	9/11/2018	132 days
Johnson, B.	Violation of probation	4/10/2018	None indicated	81 days*
Kelly, E.	Domestic assault False imprisonment Violation of bond conditions	6/22/2018	9/18/2018	89 days
Langley, C.	Attachment for contempt/non-support Failure to appear Simple possession	5/23/2018	9/11/2018	82 days
Latham, J.	Attachment for contempt/non-support x 2 Simple possession Possession of legend drugs w/o prescription	4/4/2018	8/30/18	149 days
Ledford, J.	Driving on revoked license Driving under the influence Implied consent license suspension	6/20/2018	7/10/2018	21 days
Long, K.	Failure to appear	6/12/2018	7/13/2018	32 days
Marsh, S.	Attachment for contempt/non-support x 2	2/11/2018	Unknown Child Support	139 days*
Mills, C.	Violation of community supervision	5/11/2018	6/29/18	50 days
Nelson, W.	Failure to appear	6/26/2018	8/28/2018	64 days
Orr, M.	Failure to appear	6/16/2018	9/25/2018	102 days
Pannell, J.	Failure to appear Public intoxication	6/18/2018	7/3/2018	16 days
Parrish, G.	Unlawful possession of drug paraphernalia Evading arrest Possession of legend drugs w/o prescription Attachment for contempt/non-support	6/21/2018	8/9/2018	50 days
Porter, D.	Domestic assault Attachment for contempt/non-support x 3	6/5/2018	None indicated	25 days*
Raulston, J.	Failure to appear Violation of community supervision	6/24/2018	10/2/2018	101 days
Ray, K.	Driving on revoked license Attachment for contempt/non-support	6/13/2018	Unknown Child Support	17 days*

Reyes, J.	Failure to appear x 2	3/6/2018	6/29/2018	116 days
Roy, K.	Criminal impersonation	6/26/2018	Unknown Child Support	4 days*
Ryans, T.	Attachment for contempt/non-support	6/10/2018	7/18/2018	39 days
Selby, A.	Failure to appear Attachment for contempt/non-support	6/13/2018	9/18/2018	98 days
Smallwood, J.	Attachment for contempt/non-support	5/29/2018	Unknown Child Support	32 days*
Smith, A.	Simple possession Failure to appear	4/28/2018	07/10/2018	74 days
Steelman, E.	Attachment for contempt/non-support	4/28/2018	Unknown Child Support	63 days*
Stephenson, C.	Violation probation	6/26/2018	None indicated	4 days*
Stubbs, D.	Failure to appear Violation of probation x 2 Driving on revoked license Evading arrest	6/14/2018	7/10/2018	27 days
Thompson, C.	Driving under the influence Accidents resulting in death or personal injury Immediate notice of accident	6/21/2018	10/2/2018	104 days
Walden, J.	Attachment for contempt/non-support	6/5/2018	Unknown Child Support	25 days*
Ward, R.	Failure to appear	6/15/2018	7/3/2018	19 days
Weeks, K.	Failure to appear	6/6/2018	None indicated	24 days*
Whitson, J.	Violation of probation x 2	6/16/2018	9/25/2018	102 days
Wilmeth, A.	Attachment for contempt/non-support	6/14/2018	8/9/2018	57 days

*Note: *reflects number of days in custody on June 29, 2018.*

- cc. There are several reasons for the increase in pretrial misdemeanants in custody that could include:
 - i. Misdemeanant probation violators.
 - ii. Sessions Court only being held once a week.
 - iii. Passing of cases due to being indigent and having insufficient time to prepare for the case.
- dd. Here is another opportunity for the local criminal justice system to become engaged in this jail crowding problem. Similar to the technical probation violators, except once a week, hold a meeting for the purpose of reviewing every pretrial misdemeanor in custody. In attendance should be the judge, representatives from the district attorney's and public defenders' offices, a sheriff's representative, probation, and local services (mental health, veterans, homeless, etc.) as determined necessary. Each case is reviewed and questions are asked such as why are they in jail, how long have they been in jail, what is their status, what are their needs, how can this case be resolved
- ee. The county would benefit from a criminal justice coordinating committee to bring the criminal justice system stakeholders to the table. Jail crowding is a system problem not just a sheriff or jail problem. We understand that everyone is faced with challenges, but the lack of a coordinated approach

inhibits the ability to solve ongoing issues. The inmates should be monitored upon entering jail. Why is incarceration the route chosen? Could court notifications be utilized to potentially reduce the numbers of failure to appear? How long has an inmate been in custody? How effective (or ineffective) is the use of criminal summons and misdemeanor citations by all arresting agencies? Hold probation accountable for the numbers of technical violations. What have they done to effectively reduce these through changes to their program? Examine the timeliness and process of magistrate hearings, etc. All of these components can be explored to identify inefficiencies and develop collaborative plans of action to enable the criminal justice system to operate more effectively. The result would be reduced jail populations, expedited court processing, and less frustration for everyone involved in the criminal justice system as well as offenders. Money spent from taxpayer dollars could be reduced due to the increasingly expensive use of incarceration. This is not a finger pointing process. It is a process to fully understand system challenges, to identify improvements, new technology, improved scheduling, and effective programs to improve the Roane County criminal justice system.

IV. PROGRAMS

- a. Director McNichol provided information regarding programs offered to inmates in custody at the Roane County Jail. These programs are run by various groups including trained volunteers, Roane County Health Department, the Tennessee Career Center, and Roane State Community College Ridgeview. A major challenge with programs and services offered at the jail is the limitation of program space that can only accommodate 15 inmates at a time. The programs currently offered include the following:
 - i. Moral Recognition Therapy (MRT). This program is a cognitive-behavioral counseling program that addresses anger management, substance abuse, relapse prevention, co-dependency, and trauma. There is also a domestic violence program offered through MRT.
 - ii. “Jobs for Life” addresses the impact of joblessness.
 - iii. “Inside Out Dad” is a program for incarcerated fathers that assist in bridging the gap between the father and their children.
 - iv. “Financial Peace University” is a money management course.
 - v. “Non-Custodial Parents” is another fatherhood program that addresses work force readiness, rights and responsibilities, visitation, child support, and money management.
 - vi. General Education Development.
 - vii. “The Quest for Authentic Manhood” is a course that educates men to live lives of truth, passion, and purpose.
 - viii. “Song of Solomon” assists in building positive relationships.
 - ix. Anger Management.
 - x. “Walking the 12 Steps with Jesus” addiction and co-dependency program.
 - xi. “Hannah’s Gift” is a woman’s prison ministry program.

- xii. “Breaking Free” assists in identifying and overcoming obstacles to freedom in one’s life.
 - xiii. “Boundaries” speaks to when to say yes, how to say no, and how to take control of your life.
 - xiv. Other faith based programs include “Follow”, “Experiencing God”, “Going for the Gold”, “Stepping into Freedom”, “Invisible War”, and “Five Lies that Ruin Relationships”.
 - xv. Three support groups are also offered including “Mist”, “Alcoholics Anonymous”, and “Narcotics Anonymous”.
 - xvi. Three health education programs are provided that include hepatitis vaccine, chronic illness, and V-LARC.
 - xvii. The jail also offers a work release program that is approved individually by the court. Currently there is one inmate involved in work release.
- b. Inmates are assigned to a variety of work details. Inside work details include kitchen, laundry, and general cleaning details. Outside work details include litter pickup and a variety of work projects throughout the county.

V. POPULATION PROJECTIONS

- a. The final area evaluated in this analysis was the inmate population projections. Population forecasting is not an exact science. The average daily population in the facility results from the interaction of two issues: jail admissions and length of stay. Changes in the law, criminal justice policy and practices, the economy, and the social environment within the county will influence how many people are arrested and how long they stay. Too many unknown factors can affect the county’s criminal justice system for years to come.
- b. Census information was obtained from University of Tennessee, Boyd Center for Business and Economic Research. The information indicates that the 2016 population of Roane County was 52,874. The 2033 estimation is 51,171. The average daily population figures provided for 2016 through May 2018 were the actual average daily population figures used to make basic population projections in Table 16.

Table 16: Actual Population Projections by County Population

Year	County Citizen Population	Male Citizen Population	Actual*/Potential Average Daily Male Inmate Population	Incarceration Rate	Female Citizen Population	Actual*/Potential Female Avg. Daily Pop.	Incarceration Rate
2016	52,874	25,878	137	5.29	26,996	37	1.37
2017	52,876	25,876	154	5.95	27,000	61	2.26
2018	52,869	25,870	190	7.34	26,999	74	2.74
2019	52,858	25,859	190	7.34	27,006	74	2.74
2020	52,841	25,842	190	7.34	27,001	74	2.74
2021	52,772	25,816	189	7.34	26,958	74	2.74
2022	52,710	25,784	189	7.34	26,928	74	2.74
2023	52,630	25,743	189	7.34	26,889	74	2.74
2024	52,537	25,694	189	7.34	26,845	74	2.74
2025	52,429	25,639	188	7.34	26,792	73	2.74
2026	52,309	25,577	188	7.34	26,734	73	2.74
2027	52,176	25,509	187	7.34	26,669	73	2.74
2028	52,033	25,435	187	7.34	26,600	73	2.74
2033	51,173	24,995	183	7.34	26,180	72	2.74

- c. Table 16 reflects basic information regarding county population (obtained from the Tennessee State Data Center) and the average daily population (ADP) from actual data provided by the jail. The incarceration rate was calculated by dividing the ADP by the county population. I used an incarceration rate of 7.19 (peak for the period of 2016 through May 2018) for the years 2019 and out for the male population and 2.67 for the female inmate population.
- d. Table 17 provides projections if Roane County were to have a similar growth projection versus reduction of citizens. I offer this for the county to consider in its bed space needs.

Table 17: Population Projections by County Population (with growth)

Year	County Citizen Population	Male Citizen Population	Actual*/Potential Average Daily Male Inmate Population	Incarceration Rate	Female Citizen Population	Actual*/Potential Female Avg. Daily Pop.	Incarceration Rate
2016	52,874	25,878	137	5.29	26,996	37	1.37
2017	52,876	25,876	154	5.95	27,000	61	2.26
2018	52,869	25,870	190	7.34	26,999	74	2.74
2019	52,887	25,881	190	7.34	27,006	74	2.74
2020	52,904	25,898	190	7.34	27,011	74	2.74
2021	52,973	25,924	190	7.34	27,054	74	2.74
2022	53,035	25,956	191	7.34	27,084	74	2.74
2023	53,115	25,997	191	7.34	27,123	74	2.74
2024	53,208	26,046	191	7.34	27,167	74	2.74
2025	53,316	26,101	192	7.34	27,220	75	2.74
2026	53,436	26,163	192	7.34	27,278	75	2.74
2027	53,569	26,231	193	7.34	27,343	75	2.74
2028	53,712	26,305	193	7.34	27,412	75	2.74
2033	54,572	26,745	196	7.34	27,832	76	2.74

- e. Other areas to consider when determining bed space requirements include future ADP projections, peaking, and classification.
- Peaking Factor. The peaking factor accounts for situations when the ADP exceeds the average. To obtain this factor, we obtained the three highest daily population counts (peaks) during each month from January 2014 through October 13, 2014 and January 2015 through May 30, 2018 separately for males and females. I divided those counts by three to obtain the peaking factor for each month. I then added those factors for each year and divided them by the number of months evaluated each year. This figure was then divided by the average daily population for each year to identify the annual peaking factor. I added the peaking factors for the years evaluated and divided that by two to get the average peaking factor for 2014 through May 2018. I determined that the average peaking factor for males was 1.0648 and 1.1175 for females. I multiplied this figure by the potential average daily population to find the number of beds needed to support peaking.
 - Inmate Classification. A jail's classification system allows the jail to separate offenders based on need and risk. A critical factor in determining bed space needs is the ability to properly classify and separate offenders by identified risks and needs. An accepted classification and peaking consideration is that the jail reaches its capacity when the average daily population is at approximately 90% of its' rated capacity. The Roane County jail has no formal classification system.
 - Medical and Mental Health. Today's inmate population generally has a higher degree of inmates with various medical and mental

health needs. In many instances, these inmates require separate housing from the general inmate population. Using booking holding cells is not acceptable long term housing for this type of population. According to a 2014 study released by the National Sheriff's Association and the Treatment Advocacy Center, an average of 16% of inmates have a serious mental illness. A figure of 10% was provided to show an estimate of housing requirements for special needs inmates.

- iv. We frequently hear from various elected and appointed officials in the community and local criminal justice system that the projections may not be enough. They are concerned the jail will already be full upon construction. Appendix B provides a review of data from 18 counties, showing their average daily populations 12 months before and 12 months after opening a new facility. The average increase in the inmate population above the projections made was 27% (20.17% for males and 6.83% for females based on population projections). I offer Appendix B for Roane County to consider as they explore jail expansion.
- v. By considering these three factors, Tables 18 through 20 provides projected inmate population bed space requirements. I also calculated the county population projections provided in Table 16. Tables 21 through 23 provide the inmate population projections based on the county's citizen population increase. Figures 9 and 10 provide the population projections with and without the projected community growth.

Table 18: Female Inmate Population Projections

Female Inmates	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Potential Base ADP Forecast	74	74	74	74	74	74	73	73	73	73	72
Population Surge 6.83%	5	5	5	5	5	5	5	5	5	5	5
Sub Total	79	79	79	79	79	79	78	78	78	78	77
Peaking Factor (@ 1.1175)	9	9	9	9	9	9	9	9	9	9	9
Classification Factor (10%)	9	9	9	9	9	9	9	9	9	9	9
Mental Health & Medical (10%)	10	10	10	10	10	10	10	10	10	10	10
Total Bed Estimated Space Requirements	97	97	97	97	97	97	96	96	96	96	95

Table 19: Male Inmate Population Projections

Male Inmates	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Potential Base ADP Forecast	190	190	189	189	189	189	188	188	187	187	183
Population Surge 20.17%	38	38	38	38	38	38	38	38	38	38	37
Sub Total	228	228	227	227	227	227	226	226	225	225	220
Peaking Factor (@ 1.0648)	15	15	15	15	15	15	15	15	15	15	14
Classification Factor (10%)	24	24	24	24	24	24	24	24	24	24	23
Mental Health & Medical (10%)	27	27	27	27	27	27	27	27	26	26	26
Total Bed Estimated Space Requirements	267	267	266	266	266	266	265	265	264	264	257

Table 20: Combined Male and Female Inmate Population Projections

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Total Male Bed Estimated Space Requirements	267	267	266	266	266	266	265	265	264	264	257
Total Female Bed Estimated Space Requirements	97	97	97	97	97	97	96	96	96	96	95
Total Bed Estimated Space Requirements	364	364	363	363	363	363	361	361	360	360	352

Table 21: Female Inmate Population Projections (with growth)

Female Inmates	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Potential Base ADP Forecast	74	74	74	74	74	74	75	75	75	75	76
Population Surge 6.83%	5	5	5	5	5	5	5	5	5	5	5
Sub Total	79	79	79	79	79	79	80	80	80	80	81
Peaking Factor (@ 1.1175)	9	9	9	9	9	9	9	9	9	9	9
Classification Factor (10%)	9	9	9	9	9	9	9	9	9	9	9
Mental Health & Medical (10%)	10	10	10	10	10	10	10	10	10	10	10
Total Bed Estimated Space Requirements	97	97	97	97	97	97	98	98	98	98	99

Table 22: Male Inmate Population Projections (with growth)

Male Inmates	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Potential Base ADP Forecast	190	190	190	191	191	191	192	192	193	193	196
Population Surge 20.17%	38	38	38	39	39	39	39	39	39	39	40
Sub Total	228	228	228	230	230	230	231	231	232	232	236
Peaking Factor (@ 1.0648)	15	15	15	15	15	15	15	15	15	15	15
Classification Factor (10%)	24	24	24	25	25	25	25	25	25	25	25
Mental Health & Medical (10%)	27	27	27	27	27	27	27	27	27	27	28
Total Bed Estimated Space Requirements	267	267	267	270	270	270	271	271	272	272	276

Table 23: Combined Male and Female Inmate Population Projections (with growth)

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2033
Total Male Bed Estimated Space Requirements	267	267	267	270	270	270	271	271	272	272	276
Total Female Bed Estimated Space Requirements	97	97	97	97	97	97	98	98	98	98	99
Total Bed Estimated Space Requirements	364	364	364	367	367	367	368	368	370	370	375

Figure 9: Estimated Male and Female Growth Projections

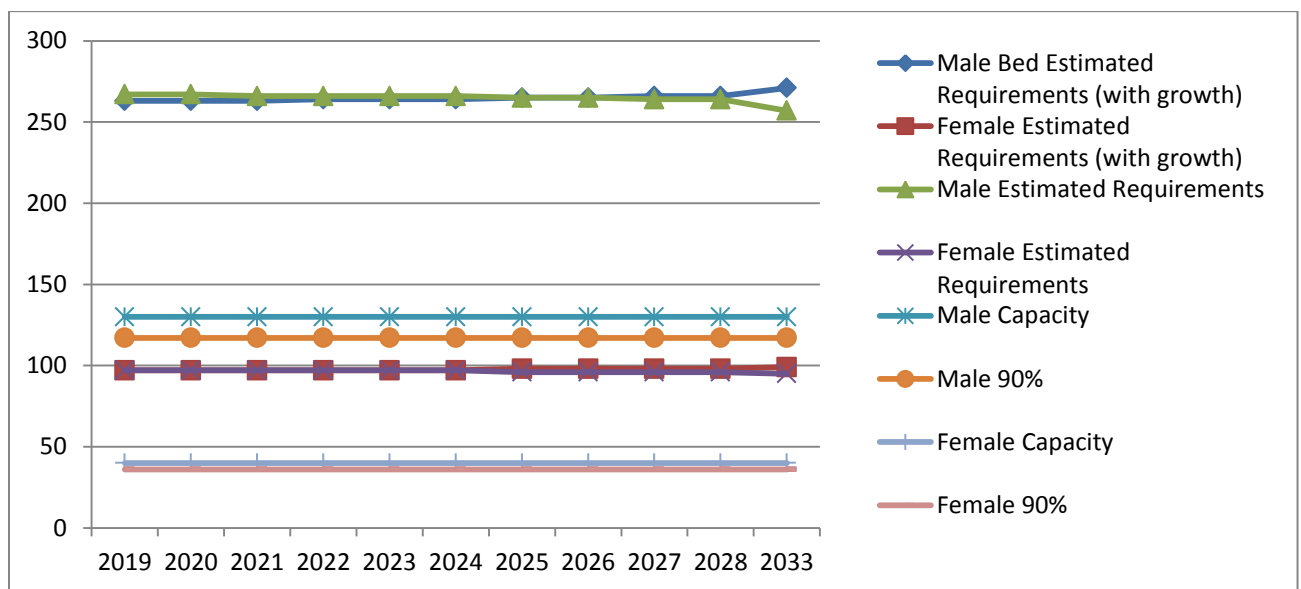
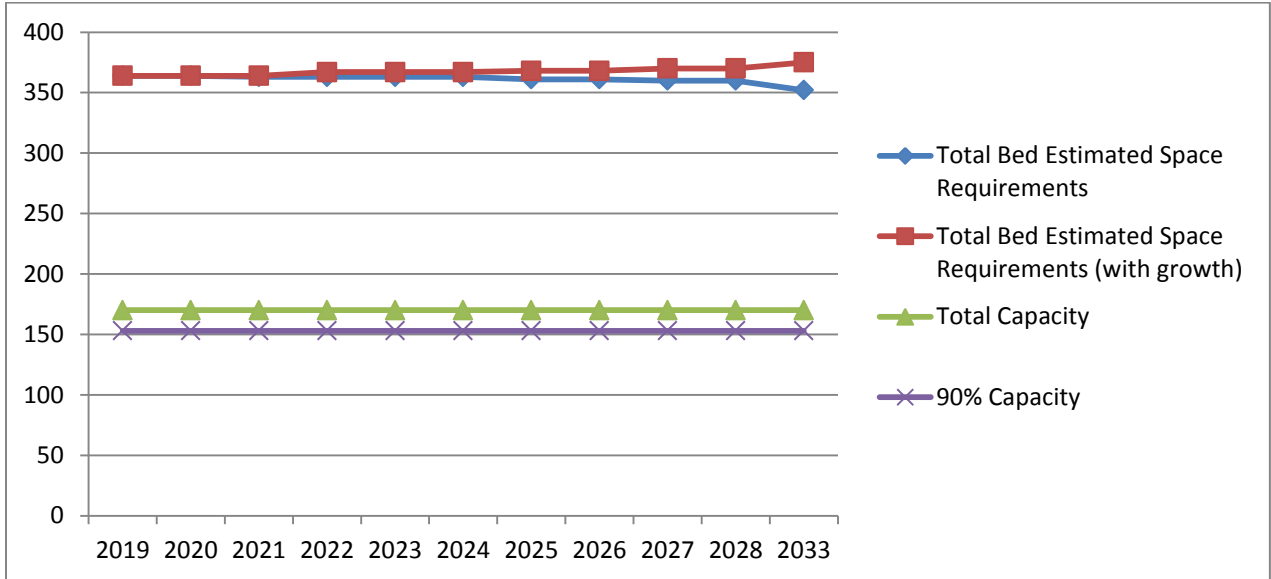


Figure 10: Combined Male and Female Inmate Population Projections



- f. Calculating accurate population projections is difficult. I reviewed a document published by the U.S. Department of Justice “Building Community Support for New Jail Construction”. While it addresses several issues, I found a couple of points to consider when gathering information and assessing the need. The document points out that jails are expensive build as well as operate, and that few jails are built without exploring other ways of solving a local jurisdiction’s problem. It also points out that counties typically build jails for three reasons:
 - i. The existing jail is damaged, worn out, or is no longer suitable for housing inmates. This is not the case Roane County.
 - ii. The existing jail no longer meets the jurisdiction’s need. For example, the jail inmate population routinely exceeds the available bed space. Such is the case in Roane County.
 - iii. The existing building(s) cannot operate efficiently, and the design does not provide for effective inmate supervision or classification. Such is the case in Roane County.
- g. Type of Beds Suggested
 - i. Based on the projections provided in Tables 16 through 23 the types of beds recommended support a housing plan for inmate classification is provided in Table 24.

Table 24: Types of Beds Needed to Support Inmate Classification

MALE HOUSING			
Pod	Design	Number of Beds	Classification
Bravo	Dorm and 2 – Two person cells	32	Minimum
Charlie	Three, two person and four, four person cells.	22	Male Trustee
Delta	Dormitory	36	Minimum
Echo	Dormitory	36	Low Medium
New	Mixture of single, two person, and four person cells	28	Special needs (medical, mental health, suicide)
New	Mixture of single and two person cells	28	Maximum Custody
New	Mixture of two person and single person cells	32	Mid and upper medium custody. Single cells for handicap accessibility
New	Mixture of two person and single person cells	32	Mid and upper medium custody. Single cells for handicap accessibility
New	Mixture of two person and single person cells	30	Mid and upper medium custody. Single cells for handicap accessibility
New	Three, two person cells	6	Juveniles
FEMALE HOUSING			
Alpha	Dorm and 2 – two person cells	32	Minimum/Low medium
Annex	Consider utilization as a programs room or storage.		
New	Mixture of single and two person cells	10	Special needs (medical, mental health, suicide)
New	Mixture of single and two person cells	10	Maximum Custody
New	Mixture of two person and single person cells	47	Mid and upper medium custody. Single cells for handicap accessibility
New	Three, two person cells	6	Juveniles
Total Beds		375	(Total 381 with 6 juvenile beds)

VI. CONCLUSION

- a. There are several challenges as it relates to non-housing areas of the jail:
 - i. Storage space is insufficient for supplies, inmate property, and records.
 - ii. A small, insufficient multi-purpose room cannot handle the robust programming opportunities offered by the jail.
 - iii. Booking holding cells are used for permanent housing of juveniles and female special needs inmates. This leaves limited space to separate and temporarily house incoming and outgoing inmates for which these short term holding cells are designed. Based on their current use, the number and type of holding cells in the booking area are inadequate.
 - iv. A small medical clinic offers no storage, office space for the medical provider, no exam table, and no inmate waiting area;

- v. A single room in booking is used for bonding company interviews, arresting officer report writing, and an intoximeter area that creates delays in processing inmates into and out of the jail.
 - vi. The dry storage and freezer in the kitchen are at capacity.
 - vii. The current outdoor recreation yard may have to be relocated with any jail expansion.
 - viii. The main control room post has limited lines of site into the lower levels of housing pods and no lines of site into the annex or alpha pod. Further, the size of this area and the workload of the control officer make it difficult to leave the control station to walk around and view inside housing pods.
- b. As it relates to inmate housing areas several challenges also exist:
 - i. There are two cells under the main control designated for special needs. Jails across the state and nation as well as Roane County are recognizing an increasing special needs population as high as 30% of their jail inmate population. The Roane County Jail has inadequate special needs housing for inmates.
 - ii. There is no housing available for juvenile offenders being tried as adults.
 - iii. There is inadequate restricted housing (segregation) beds. Experience shows an average of 10% of the inmate population requires restricted housing due to protective custody, disciplinary, behavioral, or violent tendencies.
 - iv. The annex is located in the support hallway. This area is not conducive to the housing of inmates.
 - v. The majority of housing pods are dormitory style design. This type of housing is suitable for low risk/need offenders. It is not suitable for more serious (medium/maximum) custody inmates. The current jail design does not support a housing plan to address inmate classification levels of minimum, medium, maximum, special needs inmates.
- c. Due to crowded conditions, the jail is unable to classify and adequately separate offenders by risk and need.
- d. The jail does not track the length of stay in custody at time of release, or the length of stay in custody at time of conviction. Nor is anyone monitoring the population in detail such as who is incarcerated with has substance abuse problems, the percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc.
- e. Five dates were randomly chosen in 2018 and found that 22% of the jail population consisted of technical probation violators with no other charges pending.
- f. There has been a significant increase in the number of criminal court filings between FY 11/12 (700) to FY 16/17 (1,243).
- g. Indigent inmates will not see a public defender until appearing in court. Due to insufficient time to prepare for the case, they are routinely continued for one to two weeks therefore increasing the length of stay in custody.

- h. Citations in lieu of arrest and criminal summons are used by the Sheriff's Office when it is appropriate. There have been discussions with the municipality police departments regarding the use of citations and summons when appropriate with little success.
- i. The sentenced misdemeanor population in custody has doubled from 41 in 2016 to an average of 87 in 2018.
- j. Roane County has averaged 82 pretrial misdemeanants in custody during the period of January 1, 2015 through May 31, 2018. Comparing Roane County against statewide data reflects the percentage of pretrial misdemeanants in custody is *significantly higher* in the county.
- k. The county does not have a criminal justice coordinating committee to bring the criminal justice system stakeholders to the table. Jail crowding is a system problem. We understand that everyone is faced with challenges, but the lack of a coordinated approach to address these challenges results in various issues that Roane County is experiencing.
- l. Roane County has a decreasing community population projected over the next 15 years. However, the inmate population has significantly increased. Based on the decline in citizens, one of the projected jail populations reflects a 3% decline in inmates incarcerated by the year 2033.

VII. RECOMMENDATIONS:

- a. As part of any expansion of the jail the following non-housing areas of the jail must be addressed.
 - i. Adequate storage space for supplies, inmate property, and records. The current annex area could easily be converted to a supply storage area.
 - ii. Create an additional multi-purpose room centrally located in the jail expansion area. This would provide sufficient space for programming opportunities and reduce movement of inmates into the booking area.
 - iii. Adequate housing for special needs and juvenile inmates is necessary. Booking holding cells should only be used for their intended purpose of short term (2-4 hour) holding.
 - iv. Consider an infirmary setting that provides single and multiple person cells to house medical, mental health, and suicidal inmates (28 male beds and 10 female beds). This area would also serve as a medical clinic that offers adequate medical supplies storage, a medical administrator's office, at least two exam rooms, a dental exam room, an officer station, inmate waiting area (include holding cells for non-compliant inmates), and a mental health interview room.
 - v. Consider remote interviews of inmates by bonding agents. An internet or video visitation system could be incorporated into the booking area to reduce the use of the single mixed purpose room in booking.

- vi. Expand the dry storage and freezer in the kitchen.
- vii. If the outdoor recreation yard is impacted by the jail expansion, ensure that the yard is included in the jail expansion.
- viii. Staff the main control room with two officers during peak workload times.
- b. As it relates to inmate housing areas:
 - i. Include housing for juveniles being tried as adults in the jail expansion.
 - ii. Consider the recommended types of beds and cells as outlined in this report for the jail expansion.
 - iii. Convert the annex to a property room/jail storage area and stop housing inmates here.
 - iv. Stop the long term housing of inmates in the booking holding cells.
- c. Develop an objective inmate classification system and a housing plan based on the existing and proposed beds in the expansion. Implement the classification system and begin to house inmates according to their level of risk and need.
- d. Establish a population manager position and begin tracking the length of stay in custody at the time of release or the length of stay in custody at time of conviction. Also, begin monitoring the population in detail such as who is incarcerated with substance abuse problems, the percentage of population diagnosed as being seriously mentally ill, trends in probation and parole violations, recidivism rates, etc. Communicate this information to a criminal justice coordinating committee for review, development and implementation of initiatives to address challenges identified.
- e. Establish a formal group meeting on a regular basis to review technical probation violator's cases. Determine who the stakeholders are that should participate in these case reviews (judge, probation, and sheriff's office, representative from the district attorney's and public defender's offices, local mental health, substance abuse, veteran's affairs, homelessness representatives). Conduct a case review to determine what has gone right, what has gone wrong, what led up to the violation, what are the offender's needs, and how can the case be expeditiously resolved and return the offender back to probation status better prepared to succeed.
- f. Explore the reason for the 57% increase in criminal court filings (for example doubling of other motor vehicle offenses, offenses against property, and probation violation). Are more cases being passed into criminal court that has historically been resolved at the session's court level? Should the current number of court days be expanded in the county?
- g. Establish a process where the magistrate determines if an inmate is indigent and will remain in jail. If remaining and declared indigent, the inmate will be seen by a public defender prior to the first court appearance to better prepare. This has the potential to expedite case processing and reduce lengths of stay in custody.
- h. Conduct a study in session's court to determine the amount of citations in lieu of arrest and criminal summons issued. Evaluate the failure to appear rate, the

types and amount of crimes for which they are issued, and the agencies issuing them. Use the validated data for the Criminal Justice Coordinating Committee to begin discussions for municipalities or the sheriff's office to review their use when appropriate and only use incarceration as a last resort.

- i. Evaluate why inmates have begun rejecting probation and have chosen to serve their sentence in jails. What needs to change in the local probation system (if anything) that will increase the amount of offenders who accept probation, and provide them opportunities that will aid them in turning their lives around. Also, ensure sentenced offenders are actively involved in work and programs in order to receive sentence reduction credits as authorized by law.
- j. Similar to a process with technical probation violators, establish a meeting held with stakeholders once a week for the purpose of reviewing every pretrial misdemeanor in custody. In attendance could be a judge, representatives from the district attorney's and public defenders' offices, a sheriff's representative, probation, and local services (mental health, veterans, homeless, etc.) as determined necessary. Each case is reviewed and questions asked such as why they are in jail, how long have they been in jail, what their status is, what their needs are, and how can this case be resolved.
- k. Establish a criminal justice coordinating committee to identify inefficiencies and develop collaborative plans of action to enable the criminal justice system to operate more effectively. Potential results would be reduced jail populations, expedited court processing, and reduced frustration for everyone in the criminal justice system as well as offenders, and reduced spending of taxpayer dollars due to the increasingly expensive use of incarceration.
- l. Consider the range of population projections. Only Roane County fully understands the potential for growth in the future. In 2009, the county built a jail too small with the wrong types of housing and beds to support the population. The county was advised to retain the old jail for additional bed space capacity and chose not to do so. This expansion will correct the mistakes made in 2009.
- m. This report demonstrates the current jail needs for the county and offers a 15 year projection. Further, this brings the county to a decision point regarding the next step. The next step, in addition to assessing and implementing pieces of the other recommendations in this report, is to develop a request for qualifications (RFQ) soliciting architectural services to provide space and programming needs based on this study. That will provide the county with information on what can be done with the current physical plant, provide space needs, as well as options, and cost estimates. This will take the county to the next decision point based on the options provided.

APPENDIX A

Criminal Court Filings

Crimes	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	Totals
Assault	11	14	17	38	25	76	181
Burglary/Theft	274	231	141	207	269	229	1,351
Drugs	124	181	182	97	150	162	896
DUI	21	18	38	49	37	40	203
Homicide	7	1	1	17	5	5	36
Kidnapping	0	3	3	0	0	9	15
Offense Against Administration of Government	29	13	22	33	45	41	183
Offenses Against the Family/Person	2	17	5	21	18	35	98
Other	21	6	11	9	16	14	77
Other Motor Vehicle Offenses	18	15	29	62	54	105	283
Other Offenses Against Property	27	54	15	13	32	88	229
Other Offenses Against Public Welfare	13	7	4	5	7	13	49
Petition/Motion or Writ	5	0	2	3	2	120	132
Post-Conviction	0	0	0	1	0	0	1
Probation Violation	117	105	123	154	143	264	906
Robbery	8	8	4	7	11	5	43
Sexual Offense	23	36	33	18	12	37	159
Totals	700	709	630	734	826	1,243	4,842

APPENDIX B
Booking and Releases by Time
(January 1 – June 27, 2018)

Time	Booked	Released
2400	80	76
100	70	82
200	63	63
300	54	52
400	39	40
500	29	30
600	28	24
700	4	6
800	28	28
900	45	48
1000	75	68
1100	71	61
1200	77	78
1300	92	104
1400	111	111
1500	85	77
1600	89	75
1700	91	91
1800	83	74
1900	98	84
2000	117	104
2100	123	112
2200	100	96
2300	85	96

APPENDIX C
Tennessee Jail Summary Snapshot Inmate Counts

	2009	2010	2011	2012	2013	2014	2015
January		115	124	201	252	186	175
February		124	166	163	263	176	166
March		137	170	177	211	183	186
April		134	169	166	194	190	185
May		132	187	183	213	193	161
June		137	184	196	207	194	160
July		144	196	188	182	165	177
August		135	180	198	189	168	195
September		149	201	212	189	151	189
October	140	176	150	215	182	148	193
November	122	155	159	206	157	140	171
December	118	138	165	216	187	167	160
Average	127	140	171	193	202	172	177

2009 – June 2013 ADP exceeds 174 capacity.

2009 – June 2013 ADP exceeds 90% capacity (157).

July 2013 through 2015 exceeds 172 capacity.

July 2013 through 2015 exceeds 90% capacity (155).

APPENDIX D
New Jail Construction Population Increases

County	ADP 12 Months Prior to Opening	ADP 12 Months After Opening	Percentage ADP Increase	Old Capacity	New Capacity	Prisoner Count on 6/30/2018
Anderson *	326	335	2.7%	354	435	370
Benton *	56	78	28.8%	62	140	98
Bledsoe	21	90	76.7%	9	96	82
Campbell*	179	228	21.5%	90	322	261
Carroll *	112	133	15.8%	112	170	128
Carter	229	269	14.9%	202	296	302
Coffee	273	324	15.7%	191	400	418
Decatur	27	29	6.9%	22	59	59
Dickson *	246	314	21.7%	207	399	319
Fentress	49	110	55.5%	20	163	144
Hawkins	114	173	34.1%	66	232	272
Haywood	106	123	13.8%	132	194	143
Lincoln*	127	152	16.4%	118	276	213
Roane	104	132	21.2%	76	252	305
Scott	90	128	29.7%	49	140	139
Sevier*	485	470	(3.1%)	442	570	494
Smith	68	120	43.3%	34	128	135
Stewart#	20	69	71%	19	132	67
AVERAGE	146	182	27%			219